SUMMARY END OF PROJECT REPORT

Agriculture Sector Implementation Project

AID/ta-C-1350

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SUMMARY END OF PROJECT REPORT

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SUMMARY END OF PROJECT REPORT

I. Purpose and Scope of Report

This report is submitted at the conclusion of the Agricultural Sector Implementation Project (ASIP), a project that was carried out from May, 1972 through September 30, 1980 under two successive contracts AID/csd-3630 and AID/ta-C-1350. The purpose of this report, however, is not to present a cummulative account of the project activities but, rather, to summarize the highlights of the project and to describe the end-of-project dissemination phase. This limited scope of the report is adopted at the suggestion of AID in recognition of the fact that the life-of-project activities have been extensively documented and assessed in previously submitted reports by the contractor and independent evaluation teams.

Materials are appendexed to provide interested reviewers with a broader understanding of the total project experience. These include:

A. "The Agricultural Sector Implementation Project," prepared in 1973 to set forth the initial objectives of the project, scope of activities, and project rationale;

B. The independent end-of-project evaluation reports of ASIP in Nepal and Egypt; and

C. The PAS project manager's final report of ASIP.

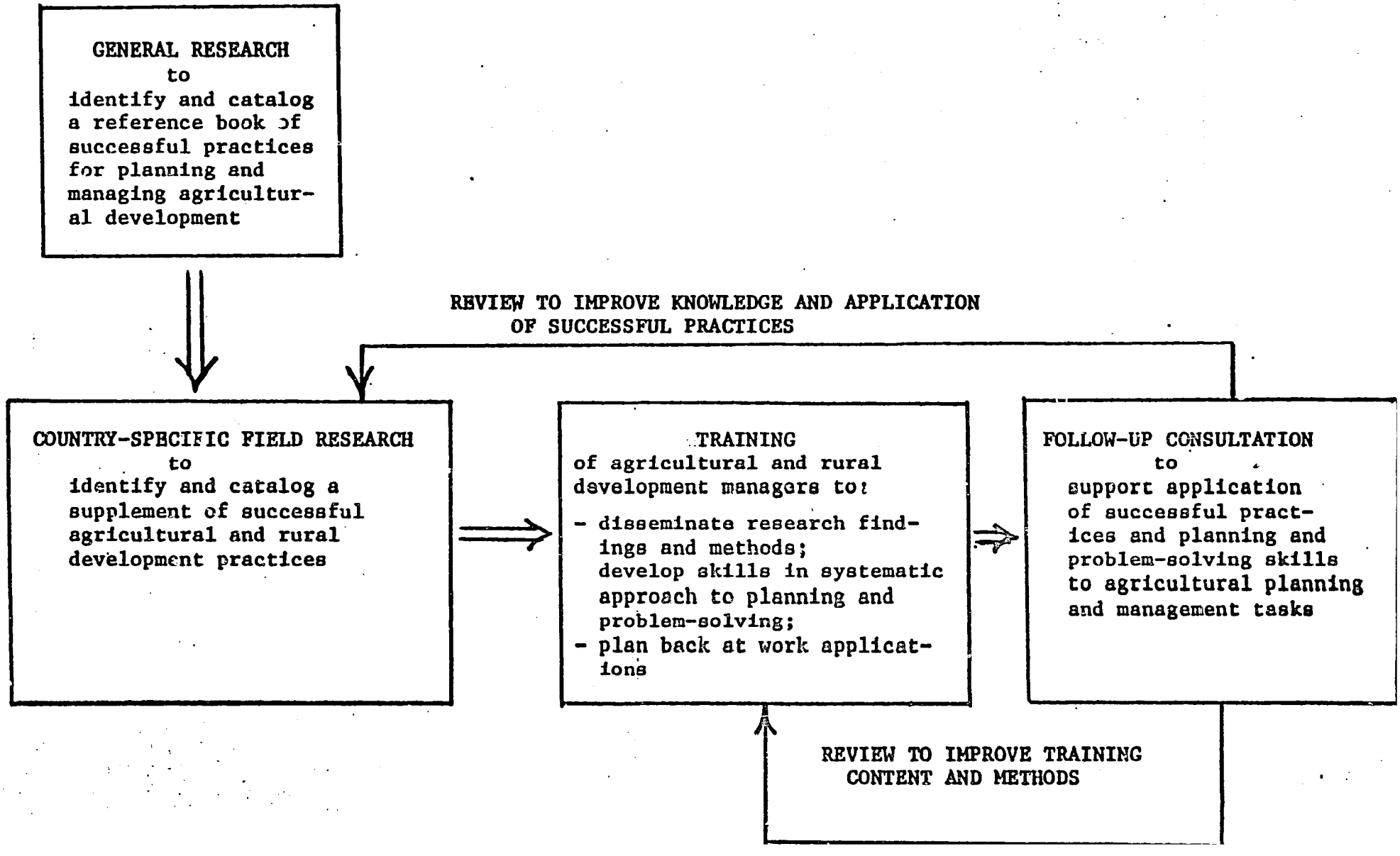
II. Project Summary

The Agricultural Sector Implementation Project was developed and centrally-funded by the Office of Rural Development and Development Administration (DS/RAD) as a pilot program to test a model for improving agricultural planning and management performance. The objectives of the model (see Figure 1) were to: (1) identify, through general and subsequent field research, planning and management practices that have been successful in supporting the achievement of agricultural and rural development objectives ("Successful Practices"); (2) disseminate to planners and managers, through training or other means, the products of the research; and (3) provide follow-up consultation and support to planners and managers in applying successful practices to specific agricultural and rural development activities.

Given the pilot or experimental nature of ASIP, continuing modifications were made to the original model design over the life of the project--reflecting an evolving definition of ASIP, implementation issues and experience, and

Figure 1

ASIP MODEL


GENERAL RESEARCH
to
identify and catalog a reference book of successful practices for planning and managing agricultural development
REVIEW TO IMPROVE KNOWLEDGE AND APPLICATION OF SUCCESSFUL PRACTICES
COUNTRY-SPECIFIC FIELD RESEARCH
to
identify and catalog a supplement of successful agricultural and rural development practices
TRAINING
of agricultural and rural development managers to:
- disseminate research findings and methods; develop skills in systematic approach to planning and problem-solving;
- plan back at work applications
FOLLOW-UP CONSULTATION
to
support application of successful practices and planning and problem-solving skills to agricultural planning and management tasks
REVIEW TO IMPROVE TRAINING CONTENT AND METHODS

emerging priorities of institutions within Nepal and Egypt as well as AID and PAS. The more significant modifications can be summarized in the context of the three major phases of the project.

Phase I: General Research and Pilot Testing of Training Methodology.

A much more comprehensive and time-consuming effort at initial, general research of the literature on agricultural planning and management experience was undertaken than originally anticipated. This effort resulted in the publication, in 1976, of Managing Planned Agricultural Development. The publication was intended to serve as a basis for subsequent, in-country application and further research of successful planning and management practices. The extensive scope of the original research and a related difficulty in indexing the material in a way that could be readily referred to and used by operational planners and managers produced a potentially very valuable but still-to-be-fully-utilized publication.

It should be emphasized that the publication has been translated into French and Spanish and distributed widely. Thus, the potential opportunity exists for further use of the results of the research, given the initiative by others in making the information more readily available to planners and managers.

With the completion of a general reference book of successful agricultural planning and management practices, the project focused on a dissemination methodology that would be consistent with ASIP's underlying assumption of the importance of inductive learning. A methodology, developed by the Coverdale Organisation of England, was identified, tested in the U.S., and subsequently adopted as the primary means for disseminating the practices described in the reference book and country-specific supplements of field research later compiled in Nepal and Egypt.

The Coverdale methodology was developed primarily as a training, rather than a dissemination, methodology--although many of its assumptions supported the dissemination objectives of ASIP. The result, however, was that ASIP became defined more as a training project under the influence of Coverdale than as an applied research project as originally conceptualized.

Phase II: In-Country Training and Research.

The original objectives of the in-country phase of ASIP were to: (1) compile country-specific examples of successful planning and management practices into supplements to the general reference book, (2) disseminate the successful practices to agricultural planners and managers, and (3) provide follow-up consultation in supporting the application of the successful practices in more effectively planning and managing agricultural activities within the country.

With the emerging influence of a training methodology as the project and a growing priority for institutionalizing the project activities during this two-year period, the project focused on: (1) training trainers and (2) developing and testing a two-week management skills development training course modeled on Coverdale training programs.

While field research, dissemination of successful practices and follow-up consultation became less integrated than originally defined in the ASIP model, this phase of the project did successfully introduce a readily trainable set of basic problem-solving and planning skills which participants have consistently evaluated as highly responsive to administrative and management issues within their organizations.

Phase III: Dissemination.

Given the investment of resources in a pilot, applied research project, the final phase of ASIP called for disseminating the lessons of the project experience to institutions concerned with improved planning and management performance of agricultural and rural development activities. Issues relating to management development and training have become increasingly more important to AID in the time since ASIP was begun and a number of other pilot projects have been implemented. In planning the dissemination phase of ASIP, this broader scope of related activity influenced the decision to substantially expand this phase of the project to: (1) include the descriptions and lessons of experience of other DS/RAD-supported management training projects and (2) provide an opportunity for planners and managers attending the dissemination seminars to identify management issues and priorities and to recommend possible strategies and needed resources for addressing them.

The following section of this report provides a more complete summary of the objectives, activities and results of the three dissemination seminars organized and carried out as the final phase of ASIP.

III. Dissemination Phase

In planning for the dissemination phase of ASIP in 1979-80, it was mutually agreed to by PAS and DS/RAD that this part of the project provided a unique opportunity to review the potential applications of the ASIP experience as well as the experiences of other, related projects. PAS's role, in carrying out this phase, shifted from that of ASIP contractor to that of organizer and facilitator of a series of management development and training services.

In addition to the ASIP project, four other management development and training projects supported by AID's Office of Rural Development and

Development Administration (DS/RAD) in recent years were selected for review in the seminars. These were:

- The Economic/Rural Development Management Program (ERDM) carried out in Ghana. Its first cycle ran from 1977 to 1979; Cycle II will end in 1982.

- Two management training activities conducted under Indonesia's Provincial Area Development Program:

  a. Training of Trainers in Project Planning (July-August, 1979);

  b. Project Monitoring Development, (April-May, 1980).

- The National Plnaning Project in Jamaica, (1976-1980).

It should be emphasized that the four projects selected, in addition to ASIP, do not represent all, or necessarily the most successful projects being supported by AID. Rather, they were selected because each applies an experimental approach and, together, they are representative of the management development and training activities being supported by AID.

During the summer of 1980, 20 AID missions were queried on their interest in hosting workshops that would share the lessons and possible applications of these 5 pilot activities. Expressions of interest in such workshops came from Thailand, the Philippines, Costa Rica, the Dominican Republic, Liberia, Republic of Cameroon, and Senegal.

A cable to those seven missions on August 10, 1980, asked for confirmation of their interest and suggested dates for the workshop. The cable described workshop objectives to be:

> "(a) Disseminate lessons and findings of ASIP and other AID-sponsored management development activities nearing or having reached end of pilot/field research phase... (b) Review application of this experience to present and anticipated mission requirements and priorities for support in strengthening management performance within mission projects and among national and sub-national institutions; and, (c) Obtain mission recommendations and priorities to guide AID/Washington in considering field service and support activities in public program and project management."

Of the seven missions, only the Dominican Republic and Liberia could accommodate the workshops before the end of the fiscal year.

A team, consisting of John P. Hannah of PAS; Thomas D. Murray, a consultant to the Office of Rural Development and Development Administration; and William J. Nagle, an independent consultant, prepared a manual for the workshops that includes summaries of the five pilot projects, a comparison of the issues addressed and approaches taken in the project. The appendices include many of the practical tools and methodologies used in the projects. Examples are the Project Identification and Planning Worksheets used in Indonesia; and the Project Profile Preparation Manual used in Jamaica and the list of 73 general management and skills training modules developed in Jamaica.

The team decided to prepare final agendas for the two workshops only after consultation with key figures in the AID missions and host country agencies and institutions.

In both the final in-country preparation and in the conduct of the workshops themselves there was strong stress on the opportunity the workshop presented for participants to examine the management training needs in the rural devleopment and agriculture sectors of their respective countries and to come to some tentative conclusions on how best to address them. To facilitate this purpose, the summaries of the five pilot projects were viewed as resource material for the participants and as a basis from which they could review management issues and problems in their own institutions and work toward formulating possible strategies for addressing them.

A. Dominican Republic Seminar

The workshop was held at the Instituto Superior de Agricultura (ISA) at its facility outside Santiago. In preparing the agenda, the team drew on comments of staff of the AID Mission and officials of the Ministry of Agriculture. The final agenda (see Exhibit 1) was worked out in a day-long session with top staff at ISA. The extremely high level of interest in the workshop evidenced by the ISA Director and his staff was directly related to ISA's own plans to create a Center for Management in Rural Development. AID is one of a number of donors from whom funds are being sought for the Center. By the end of the workshop ISA had committed itself to a follow-up session involving the workshop participants that will go into greater depth on mangement problems and on strategies that can be designed to cope with them.

There were 35 participants the first day and 44 on the second day, including the Minister of Agriculture.

The major focus of the seminar was an identification of management problems within the agricultural sector and suggested strategies for addressing them. The results of these discussions are included as appendices, as are the participants' evaluation comments on the workshop.

Exhibit 1

Secretaría de Estado de Agricultura
Agency for International Development
Instituto Superior de Agricultura

Workshop on Management Development and Training for Program Planning and Implementation

September 12-13, 1980

P R O G R A M

Friday 12:

9:30	Registration
10:00	Opening and Welcome
10:15	Introduction to Seminar and Seminar Objectives
10:30	Context of Management Development and Training
10:45	Summary Review of Management Development and Training Projects. Lessons of Experience from: Jamaica, Nepal Ghana, Indonesia Egypt
12:30	Lunch
1:30	Participants Views of Issues and Problems of Managing Agriculture and Rural Development Programs and Projects in the Dominican Republic.
3:15	Break
3:30	Plenary Session: Small Group Reports
5:00	End of First Day

Saturday 13:

8:30	Strategies and Approaches for Improving Program and Project Management
10:00	Consideration of Present and Future Resources for Management Development and Training
12:30	Closure
1:00	Lunch

B. Liberia Seminar

The team arrived on Monday, September 15, 1980, to make final plans for the workshop that was to begin on Wednesday, September 17, 1980.

A staff member of AID's Office of Rural Development and Agriculture in Liberia had sent invitations to the workshop, but few other preparations had been made. Much of the second day was spent in eliciting suggestions from key staff of the AID Mission. The most important finding came from two of the staff who had been significantly involved with the Ministry of Agriculture in writing a policy paper, released by the new government in June. It is titled, "Liberia's Agricultural Development: Policy and Organizational Structure." That policy paper, officially endorsed by the Head of State, provided a focal point for the first part of the workshop (see Exhibit 2). The section of the paper on "Policy and Objectives for Agricultural Development" was distributed and discussed in the second hour of the workshop. By the end of the first morning, the participants began small group discussions on what they perceived as management obstacles to the implementation of the new policy. An afternoon plenary session on the results of the small group discussions was marked by vigorous debate. Late the first day and early the second, the team summarized the management training pilot projects. By that time, the team was able to relate some of the experiences learned in the pilots to the problems actually on the minds of the participants. The approach taken in Liberia appeared to capture the attention of the participants earlier in the session by contrast to the Dominican Republic workshop where the material on the pilot efforts was shared before the participants had focused on their own management problems.

In the final minutes of the workshop there emerged a consensus that the Liberian Institute for Public Administration (LIPA) would be an appropriate institution to follow up on the workshop. An official of LIPA agreed to call the workshop participants together to form a steering committee to plan further steps that might be taken. (It is not without irony that later the same evening, this individual was offered a high position with the Liberian Electric Company. His acceptance of the appointment leaves in doubt the intended follow through on the workshop.)

The section of the policy document referred to above together with management obstacles identified in implementing this policy, suggested strategies and evaluation comments by the participants of the workshop are appendixed.

C. AID/Washington Seminar

The third objective of the dissemination plan was to identify management development and training issues and priorities to guide AID in considering future assistance and support activities. Thus the third dissemination seminar was held in AID/Washington on September 29 and attended by 19

Exhibit 2

WORKSHOP ON MANAGEMENT DEVELOPMENT AND TRAINING
FOR PROGRAM PLANNING AND IMPLEMENTATION

Monrovia, Liberia, September 17-18, 1980

P R O G R A M

September 17:

9:00-10:00	Introduction (AID Conference Room).
10:00-10:30	Move to AID Guest House for coffee and remainder of Workshop.
10:30	Review of Ministry of Agriculture Policy Paper.
11:00	Identifying Management Issues in Implementing New Policy: small group discussion.
12:00	Lunch.
1:30	Plenary session to discuss results of small group discussions.
3:00	Summary and lessons learned from Economic and Rural Development Project (Ghana).
3:45	Project Planning and Project Monitoring (Indonesia).
5:00	End of session.

September 18:

9:00	Project Monitoring (Indonesia).
9:45	National Planning Project (Jamaica).
10:30	Coffee break.
10:45	Agricultural Sector Implementation Project (Egypt and Nepal).
11:30	Summary of pilot activities and relevance to Liberia.
12:30	Lunch.

1:30	Participants discussion of Strategies to Meet Earlier Identified Issues.
2:30	Plenary Session.
3:45	Evaluation.
4:00	Closing.

participants representing AID and contracting organizations. The agenda (see Exhibit 3) moved from a review of the issues identified in the two preceeding workshops, to an overview of the five pilot projects, to a discussion of future issues for AID in supporting improved management development.

Exhibit 3

WORKSHOP FOR AID/WASHINGTON
ON
MANAGEMENT DEVELOPMENT AND TRAINING
FOR
PROGRAM PLANNING AND IMPLEMENTATION

September 29, 1980

9:15	Opening and introduction.
9:30	Background to AID/Washington Workshop and highlights of Workshops in the Dominican Republic and Liberia.
9:50	Pre- and Post-Workshop comments by USAID Missions.
10:00	Management Problems and Strategies Identified in the Dominican Republic and Liberia Workshops.
10:20-10:30	Coffee Break.
10:30	Overview of five Management Training Projects (Ghana, Indonesia, Egypt, Nepal, Jamaica): Similarities and differences in issues addressed and approaches taken.
11:30-12:00	General discussion.
12:00-1:00	Lunch.
1:00-1:10	Introduction to afternoon discussions on how AID should respond to management training needs.
1:15-2:30	Small group discussions.
2:30	Plenary session with reports from small groups and general discussion.
4:00	Closing.

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THE AGRICULTURAL SECTOR IMPLEMENTATION PROJECT

Albert Waterston
Director
Agricultural Sector Implementation Project

Revised
April 10, 1973

Financed by the Technical Assistance Bureau
of the U. S. Agency for International
Development
Contract AID/csd 3630

THE AGRICULTURAL SECTOR IMPLEMENTATION PROJECT

A. The Project's Objective

1. At one end of the planning scale in most less-developed countries, planners at the center of government produce plans for agricultural and rural betterment; at the other end, farmers follow their own "plans" with little reference to, or awareness of, the plans produced at the center. The prime objective of the Agricultural Sector Implementation Project is to help bridge the gap between planners and farmers by improving the planning, implementation and management capabilities of those in the developing countries concerned with agricultural and rural development. 1/

2. The Project seeks to achieve this objective in four phases:

(a) Phase I: The assembly of a core of basic information about how to

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1/ Agricultural development is herein conceived as an essentially intra-sectoral activity which includes all services necessary to its promotion; while rural development is conceived as a multi-sectoral activity which includes, besides agriculture, infrastructure (schools, clinics, roads, communications, power, etc.) and welfare services (control of disease, programs for improved nutrition, higher adult literacy, family planning, etc.). While the primary objective of agricultural development is increased growth in agricultural output and supplies, the primary objective of rural development is the enrichment of material and social welfare. But agricultural development is the backbone of rural development since it provides the increased income required for self-supporting rural development. While it is true that attempts to achieve agricultural development outside the framework of a program for rural betterment often fail to benefit a majority of producers, it need not be so. This, and the problems inherent in a multi-sectoral approach, make it desirable to limit the scope of the Project mainly to agricultural development, except where a country with which the Project is concerned is engaged in a rural development program. Moreover, since the Project seeks to ensure the widest possible distribution of benefits from agricultural development, attempts will be made, wherever feasible, to deal with agricultural improvement in terms of its impact on rural welfare. This is especially important for regional, subregional and local development, where a multi-sectoral approach is often the preferred approach.

better the formulation, implementation and management of plans, programs and projects for the agricultural and rural sectors (b) Phase II: The design of a course of instruction to transfer this information to agricultural managers concerned with agricultural and rural development in developing countries (c) Phase III: The conduct of seminars in selected institutes in developing countries for training teachers who will teach the course to agricultural managers (d) Phase IV: The provision of consultancy services in setting up, conducting, and following up on, the course in selected developing countries. 2/ There will also be a Phase V in which the lessons of experience gained in carrying out the Project will be compiled in forms which will permit its effective dissemination to training institutes and developing countries.

B. Some Impediments to Sector Management

3. Since the formulation of sound plans for agricultural or rural development requires capabilities which are in short supply in poor countries, the gap between plan and performance in these countries is often attributable to ill-devised plans. It is easy to name countries in Latin America, Africa

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2/ Although the four Phases have a certain sequential logic, they will overlap each other in time. It is palpably impossible to carry out all four Phases in full by June 30, 1974, when the present U. S. AID contract for the Project expires. However, for the purpose of obtaining the perspective required to get the job done, this time limitation has been temporarily disregarded. If the general thrust in this paper is agreed upon, it should then be easy to select components discussed in the paper which can be completed by June 30, 1974.

and Asia with plans which are inconsistent, unrealistic or otherwise difficult or impossible to implement. Even when plans are relatively sound, however, results may be poor because central planners merely incorporate in their plans what must be done to achieve aggregate input and output targets, without indicating with sufficient precision how, by whom and when it is to be done. Critics have often cited India's plans as being in this category, but the same criticism applies to the agricultural plans of most other countries.

4. Often, what needs to be done is not done because of inadequate systems of communication between planners and technical ministries, departments and agencies; 1/ between entities of a national government, on the one hand, and regional and local government agencies on the other; or between those in the private sector who are engaged in production, storage, marketing and other activities related to agriculture and those in the public sector who are supposed to provide the supporting services. There is a widespread paucity of good informational systems for disseminating needed technical, economic and other information to farmers. Between tradition-bound farmers and government officials a yawning gap often exists. The failure of communication is so common that it is difficult to cite a low-income country where communication among government entities or between them and the private sector is good.

1/ One reason for this is that planners tend to see a problem as an aggregate while operational people tend to see it as a project, or as one experienced observer has put it: "Planners see a problem as a forest while project people see only a tree".

5. Yet another reason for discrepancies between plan and performance is the lack of suitable administrative procedures and institutional organization at all levels of government for managing agricultural and rural development. This accounts for the fact that in many developing countries, expenditures from budgetary and loan resources lag badly behind what is available for agricultural projects. Perhaps most important, the dearth of skilled managers and other personnel at all levels, but especially at regional, subregional and local levels, seriously impedes the transfer of knowledge to producers, thereby curtailing agricultural and rural development even when a government has a strong desire to develop the agricultural and the rural sectors. In Tanzania, for example, President Nyerere has felt it necessary to denude the Central Government of its civil servants in order to staff regional governments with trained personnel to further ujamaa, his program for rural development.

C. Basic Materials for Dealing with Management Problems

6. The Agricultural Sector Implementation Project is concerned with devising methods for dealing with these problems, as well as with others which impede planned development in the agricultural and rural sectors. There is a sizable but scattered body of theoretical and applied knowledge, obtained from research and experience which provides information for this purpose and, more generally, for improving management of planned development in the agricultural and rural sectors. Without systematized information about which approach has proved successful and which unsuccessful, and why one has been more or less successful than another, managers of agricultural

and rural development in less developed countries may have to make decisions based on partial information, hunch or whim.

7. The task of the Agricultural Sector Implementation Project is, therefore, to collect available information required to lay a sound basis for improving the planning and management of agricultural and rural development. A convenient way of doing this is to compare theory with practice in countries which have tried to plan their agricultural and rural development in a systematic way. In Phase I, the Project proposes to make such a comparison and analyze the results. The lessons learned from the comparative analysis will be incorporated in a handbook or manual which will lend itself to ready reference.

8. Good management of the agricultural and rural sectors requires realistic plans. This means that in formulating a plan, planners must be alert to the problems of implementation and indicate precisely how the plan is to be carried out after carefully weighing the feasibility of the means they propose for this purpose. Planners must also take account of the main problems agricultural managers are likely to encounter when they attempt to program, finance, organize, staff, budget, control and otherwise administer the execution of the plan on a day-to-day basis. Since management is essentially the conversion into action of the means of implementation required to carry out a plan formulated to achieve specified objectives, formulation, implementation and management of development plans constitute interrelated aspects of the same process. The manual will therefore be concerned with the formulation, provision for implementation, and management of agricultural and rural development plans, although it will

concentrate on improving the decision-making involved in dealing with the problems encountered in implementing and managing agricultural plans, programs and projects. The following subjects will be covered in the manual:

a. The problem of linking agricultural and rural development plans with national plans. How programs for the agricultural and rural sectors need to be fitted into the framework of a plan for a national economy where a plan exists; and, where there is no viable plan, how planned development of agriculture and the rural sector may proceed outside the framework of a national plan. The discussion will include an account of how it has proved possible for some countries, e.g., Mexico, Taiwan, and Israel, to develop their agriculture in the absence of a national development plan.

b. The varieties of time horizons for agricultural and rural programs will be considered, as well as why the time horizon depends on the nature of the agricultural products involved (e.g., why differing time horizons are required for annual crops; citrus, coffee and other tree crops; large-scale irrigation and colonization projects; and forestry). The varying practices in different countries in setting time horizons and the reasons for the variations.

c. The relative desirability of partial as opposed to comprehensive plans for developing the agricultural and rural sectors and the circumstances when a partial or a comprehensive approach is preferable (e.g., why a partial approach is acceptable, e.g.,

for Uruguay but not for El Salvador). Why a proper division of the agricultural sector into subsectors, branches and sub-branches is essential to good planning and good management. The principles involved in classifying the agricultural sector, including methods of dealing with agribusiness as it relates to agricultural and rural development (In this connection, the Project will draw on the work of the U. S. AID Harvard University Project on Agri-business).

d. Growing realization of the need for an intra-national regional, subregional and local approach toward development of agriculture and the rural sector. The increasing emphasis on planned development "from-the-bottom-up" as a corollary to development "from-the-top-down". Definitions of rural and agricultural development needs as a matter of who does the defining. The possibilities of social upheaval inherent in helping the few as against the many. The importance of centralized policy formation and decentralized implementation of plans for agriculture. Decentralization as a device for putting as much decision-making as possible at the lowest feasible level, and the benefits arising from this approach. The need to insure the fullest possible participation of producers in the formulation and implementation of agricultural and rural development plans, programs and projects. The value of giving producers a choice instead of having the choice made for them. The problems raised by this approach, especially at early stages of development when constraints on giving producers real options are greatest. The critical importance of improved

communication systems for the success of decentralized decision-making within the limits of national development objectives and policies. Methods by which communication systems may be improved (Note: True decentralization of management and decision-making requires better communication even more than better coordination, because better communication is essential to a two-way flow of information when a central government recognizes and wishes to cultivate decentralized decision-making and producer participation, while improved coordination too frequently means that the center ultimately seeks to impose its will on the regions, sub-regions and localities).

e. The importance of a systematic and sequential approach to planning the agricultural and rural sectors. The use of trial and error, iteration and successive approximation in dealing with the many functionally interdependent, interlocking and interacting elements in the agricultural and rural sectors.

f. The need to include in plans for the development of agriculture a preponderance of components concerned with implementation. The indivisibility of plan formulation and provision for plan implementation to assure a realistic approach to agricultural and rural development.

g. Objectives for planned agricultural and rural development. The need for clarity, conciseness and a limited number of objectives for sound planning and management of agricultural development. The importance of distinguishing between objectives and means

(e.g., strategies and policies) for their achievement. The differing agricultural objectives in developed and less-developed countries and the implications of these differences for management of agricultural and rural development in poor countries.

h. The stocktaking and diagnostic survey as a basic tool for a systematized approach to the planning and management of planned development of agricultural and rural development. How to devise and make such a survey. The preparation of suitable terms of reference for the survey. Components of a stocktaking and diagnostic survey: (1) what constitutes basic data in the sector; (2) making a suitable inventory of agricultural (natural, capital, institutional and human) resources; (3) how to determine agriculture's role in the economy; (4) how to determine the status and potentialities of agriculture in the economy; (5) methods and problems of projecting domestic and export demand for, and supply of agricultural products; and (6) the need to note informational gaps.

i. Allocating resources and setting targets for agricultural development. Methods of setting targets. The need to relate planners' and farmers' targets. The inadvisability of setting too many targets.

j. The importance of devising a clear-cut strategy for agricultural and rural development. Alternative strategies, e.g., the development of small peasant holdings, mechanization, increased output on plantations or other large holdings, etc. The management of a strategy of development.

k. The importance of appropriate policies for managing the implementation of agricultural and rural development. When are economic incentives preferable to government intervention? The elimination of disincentives to production. Problems raised by highly skewed income distribution which adversely affect rural producers. The management of instruments of policy and other measures for giving effect to strategies for furthering agricultural and rural development. Price, credit, tax, manpower, employment. land settlement, production, marketing, investment and agrarian reform policies in carrying out strategies for agricultural and rural development.

l. The role of projects in agricultural and rural development. The need to be alert to the socio-political aspects of projects. The importance of participation in project preparation of those who will be called upon to execute them. The concept of projects as systems. The establishment and management of a project system to guard against the emergence of bottlenecks, not only in the input-output phase of the production process, but in the harvesting, storage and marketing phases. How to deal effectively with unforeseen bottlenecks. The tendency for harvesting, storage or marketing activities to break down when production is increased by a special effort. The need to counteract these possibilities by giving emphasis to the "when", "how" and "who" of agricultural and rural management (in this connection, the

Project will endeavor to make use of the project-management findings of the U. S. AID Vanderbilt University Project).

m. How gaps in what is known about how to accelerate agricultural development can be filled with a properly conceived research program. The need to guard against agricultural research which is inappropriate to the stage of development of underdeveloped countries. How resources for research should be allocated and research scheduled in ways which will yield the greatest possible return to these countries.

n. The need to supplement financing of agriculture "from the top down" with financing from the bottom up. The need to mobilize underutilized or unused resources in the productive process as a part of regional, subregional and local participation in the development process. What this means for management of agriculture and rural development.

o. The establishment and improvement of agricultural institutions and organizations in the government and private sectors for bettering management of agriculture and rural development. Why a "wholistic" approach to organizational and institutional reform may be less desirable in practice to a partial approach oriented to problem-solving in which institutional, organizational and administrative reform is restricted only to what is required to solve specific management problems.

p. The proper use of technical "know-how" for improving management of agricultural and rural development. The importance of the educational and training elements in consultancy services, especially at regional, subregional and local levels.

q. Methods of evaluating progress of agricultural and rural development and their importance for management. The use of management systems for implementing agricultural and rural development projects and programs. Areas especially sensitive to the emergence of bottlenecks. How to set up projects and sector programs in ways which will make it possible to locate bottlenecks as early as possible during their execution.

D. Design of a Training Course for Transferring Basic Information

9. It is expected that the manual, by itself, will be a useful reference text for those concerned with planning and managing agricultural and rural development in poor countries. However, from the point of view of the Agricultural Sector Implementation Project, the manual is only a first step in improving the capacities of agricultural managers and in helping bridge the gulf between planners and producers. If the manual is to be more than an addition to the literature on agricultural and rural development, an effective way must be found for translating pertinent information in the manual into forms which can be made useful to agricultural managers, especially those who work with farmers. Ways must be found to bring farmers into the planning process beyond the usual attempts to get farmers to carry out projects and programs that someone has planned for them. Experience with the Comilla Project in Pakistan, the Puebla Project

in Mexico, the CADU Project in Ethiopia and others has demonstrated that well-trained agricultural managers can find ways of stimulating farmers' participation in planning "from the bottom up" and in achieving both increased output and higher levels of living. It would be impractical to prepare a manual which all agricultural managers, regardless of educational background and training, could use as a guide. Moreover, a manual by itself cannot be a sufficient basis for transferring information to the many individuals in the public and private sectors at national, regional and local levels who would qualify as "agricultural managers." 1/

10. The kind of information that agricultural managers need about management of the agricultural and rural sectors varies with the level at which they operate. For example, at the national level, agricultural managers would generally require a broad overview of the problems of both management and techniques for improving planned development of the agricultural and rural sectors (e.g., the major objectives, targets, strategies and policies for development of the agricultural and rural sectors and the problems they raise). At the regional level, agricultural managers may have to have more detailed information than at the national level to

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1/ As used herein, the term "agricultural managers" includes individuals concerned with agriculture in key positions intermediate between the Project and farmers (but excluding Project personnel and farmers). Agricultural managers would comprise government officials, including national, regional and local planners; agricultural extension and other agricultural service personnel at all levels; rural cooperative officials and other individuals concerned with marketing, credit and other activities related to agriculture; as well as key agrobusinessmen and others in the private sector engaged in storage, marketing and other activities associated with agriculture.

operate effectively (e.g., they may have to know how to go about linking provincial with national markets and local with provincial markets), although they may not require as broad a spectrum of information as agricultural managers at the national level; while at the local level, agricultural managers may require very detailed information (e.g., about exactly how to manage a project), although the information required would generally be narrower in scope than at the national and regional levels.

11. To meet these varying needs, it is proposed as Phase II of the Agricultural Sector Implementation Project, to design a course for training agricultural managers in poor countries in methods of planning, implementing and administering the development of the agricultural and rural sectors. The substantive core of the course will come from the materials in the manual and will be so arranged as to permit the course to be adapted as required to train agricultural managers with varying backgrounds, skills and experience at national, regional, subregional and local levels in countries of varying size and situation at different stages of development.

12. To make the one course sufficiently flexible to meet these diverse needs, the course will be subdivided into major "themes", sections or "modules", each with, let us say, six to ten sessions containing the information required for those at subregional or local levels whose work brings them into direct contact with farmers. Each section of the training course will, however, be capable of contraction to fewer sessions, let us say three or four, for use at the regional level, where less detailed information may be required. Finally, it will be possible to contract each section into a single session, in which only the broad essentials of a

"theme" can be conveyed to officials at the national level.[1/] By this process of contracting the training course as required to meet managerial, time, technical, country and other requirements, the same course will be able to serve agricultural managers at all levels and in various situations. In each course, an attempt will be made to address the curriculum to the solution of the specific problems encountered in the management of agricultural plans, programs and projects in ways which are pertinent to the level and educational background of the agricultural managers concerned.

13. While such a course would meet the needs of persons concerned with agricultural and rural development at different levels or in different situations, it would fall short of the need to bridge the gap between planners and agricultural managers if it only provided a better appreciation of the issues involved in improving agricultural and rural management. Such a course might be useful in a university, where conceptualization of problems and their solution often suffice. But if government officials and those in the private sector concerned with agriculture in developing countries are to come to grips with "real-world" problems as they are encountered in the field and learn to solve them, the course must provide a means of learning by doing. To this end, agricultural managers who take the course will learn the principles of sector planning and management

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1/ However, it is probable that for some agricultural managers at the national level, e.g., for central planners, more sessions on some aspects of the course, would be required, just as it is probable that at the local level only one or two sessions of some aspects of the course would be required.

by carrying out specially-prepared, action-oriented, "problem-solving" tasks embodying principles which are similar to those encountered in the field in dealing with farmers and others concerned with agriculture. Wherever possible, the tasks will be based on on-going projects or actual experience or, if these are not feasible, on simulated experience which approximates real-life situations as closely as possible.

14. In addition to providing a basis for technical solutions to sector planning and management problems, the tasks used in the course will embody precepts which have been found useful in eliciting and encouraging farmer response and participation in development programs and projects. In this way, the course will seek to impart information to agricultural managers, not only about what a manager needs to do to improve performance in the agricultural and rural sectors, but just how, and how not, to go about getting farmers and others to cooperate with those responsible for getting programs and projects moving in these sectors.

15. Such a course could be used with great effect by teachers with considerable experience. However, this would be a wasteful approach to communicating with agricultural managers because, with the very few teachers with great experience who are available to teach the course, few agricultural managers could be trained during each course period. Since there is need to train many agricultural managers in a poor country if available information for improving agriculture is to be dispersed widely enough to permit the appropriate amount of decentralization of management for agriculture to regional, subregional and local levels, a more productive approach is required.

16. To this end, the curriculum for each section of the course will be set up as a "package" in which the syllabus has been "programmed" as much as possible with step-by-step procedures, case studies, workshops and exercises, worked out in detail. "Codified" instructions for the conduct of each session will be provided for teachers. The materials for each session will be accompanied by a specific statement about the object of the session; how it fits into the objectives of the section concerned and the course; a description of the content of each session; the way the session is to be conducted; when participants are to be separated into groups for exercises, workshops, syndicates or other exercises; and how best to go about separating the agricultural managers who will take the course into groups for different purposes; the role of the teacher and how he is to function; the time to be allotted for each session and its component parts; the different functions of general and group sessions in the training process; the varying lengths of courses at the national, regional, subregional and local levels; whether and what outside assignments should be given; how to adjust the content of each module and the curriculum as a whole to different levels of learning sophistication as required by the intellectual capacities and educational backgrounds of the agricultural managers concerned; when to compress and when to extend a course to meet the specific requirements in different situations and different countries, and so on.

17. It is expected that the teaching materials and the detailed explanations accompanying them will make it possible for teachers who are not experts in agricultural development, but who, besides having an aptitude toward teaching, have some experience in agriculture, planning or management, to train much larger groups of agricultural managers than

would be possible if only experts in the field were used as teachers. To obtain this "multiplier" effect, the Project proposes to conduct training seminars for prospective teachers of the course. To train them properly will require intensive, almost individualized, instruction by suitably-prepared Project personnel, assisted by members of the staffs of institutes whose cooperation is to be enlisted as indicated in Section E, below.

18. Since the Project will have a small professional staff, perhaps no more than three, the number of prospective teachers in a training seminar will have to be limited, let us say, to six. However, after training, six teachers could each train a minimum of 20 agricultural managers in a course and six teachers could train a total of at least 120. And the course could be repeated as often as desired in a country. By this "fanning-out" approach the Project, with only three members of its own staff, could ultimately reach many more agricultural managers than it could if Project personnel taught the agricultural managers directly.

E. Institutes for Teacher Training

19. To train the teachers, the Project proposes in Phase III to enlist the cooperation of a few institutes, selected from public administration, agricultural, management or business administration institutes operating in or for the benefit of low-income countries. In close cooperation with U. S. AID Regional Bureaus and Missions and their contract or PASA staffs, and after consulting appropriate multilateral organizations as required, staff of the Project, assisted by thoroughly-briefed staff members of the institutes, will conduct training seminars for teachers in which both the substantive and methodological aspects of the course will be covered. It is to be hoped that after the first, or possibly a second, training seminar

for teachers, institute staff will themselves conduct training seminars for additional teachers, thereby enriching institute programs and staff capabilities, as well as strengthening the links between institutes and the countries they serve. Should an institute which has cooperated in running a training seminar wish to continue giving training seminars, the Project would be prepared to furnish advice and guidance for this purpose.

20. It is premature to specify the precise location and number of cooperating institutes but it might be desirable, for example, to select one institute in each of the three major continents -- Africa, Asia and Latin America -- where many countries are in need of improving the management of their agricultural and rural sectors; or alternatively, two institutes could be selected in one continent, e.g., one in English-speaking and another in French-speaking Africa; or one in East and another in West Africa; or it may be desirable to proceed in stages and start with a pilot training seminar in one institute and proceed with others thereafter on the basis of the experience gained.

21. Because of differences in language, culture, educational systems, the educational background of agricultural managers, and the level of their expertise, as well as the state of agriculture, the course and the teaching aids employed will have to be adapted to meet the specific requirements of each continent, group of countries or an individual country for which the course may be given. Moreover, depending on the problems which require priority solutions in the area concerned, some parts of the course may have to be emphasized by expansion or otherwise, while others are de-emphasized. Nevertheless, it is not expected that the substance of the course will differ markedly from one continent or country to another.

However, it is possible that the seminar at an institute will reveal that the course needs revision or adaptation to meet the specific needs of a particular country or group of countries. In that event, revisions will be made before the course is conducted in the country or countries concerned. To the greatest extent possible, attempts will be made to promote inter-continental exchange of ideas and to apply the lessons of experience learned in one place to others. For this purpose, maximum use will be made of the experience of U. S. AID Field Missions, as well as the experience of multi-lateral and other agencies.

22. Since the teachers used will play a crucial role in the transfer of the information in the course, their selection will be carefully planned. While the possibility of using some teachers from outside the continent where agricultural managers are to be trained is not excluded, especially in the short run, every effort will be made to obtain teachers from the continents and preferably, the countries, in which they are to teach. Appropriate criteria for selecting teacher candidates will be prepared by the Project in cooperation with each institute, with the aid and advice of such U. S. AID, multilateral and other entities as may appear desirable. Where desirable, attempts will also be made to tie-in with on-going U. S. AID and multilateral programs and projects for agricultural and rural development.

F. Consultancy Services

23. Training is an important step in transferring knowledge. But as experienced teachers and operators know, the learning process should continue when the time comes to apply what has been learned in a training course. Moreover, supervisors sometimes labor under the mistaken belief

that a course of training is useless unless a subordinate who has taken the course can quickly produce spectacular results when he returns to his work. Often, existing institutional, and other constraints inhibit one who has been trained from applying what has been learned. In this case, training by itself will not accomplish much unless there is a change in the institutional constraint. Institution building and reform are often sine qua non for improved management of agricultural and rural development. Informed advice on how to improve institutional organization and how to adapt precept to realities in the field can go a long way toward assisting agricultural managers who take the course to make the transition from course to job with maximum possible effect.

24. To reinforce the impact of the courses and to consolidate the lessons they teach, the Project will offer in Phase IV three kinds of consultancy services, 1/ as follows: (a) help in setting up courses in specific countries; (b) advice and guidance to teachers during conduct of the courses; and (c) follow up advice and guidance to agricultural managers in applying in the field the principles they learned in the course.

1/ The term "consultancy services" is used in lieu of "technical assistance" because the Project seeks to deliver knowledge instead of manpower by playing an advisory rather than an operational role in Phase IV. It is proposed to have Project staff provide advice and guidance during intermittent, short-term visits to a country for the purpose of assisting and guiding teachers and agricultural managers in carrying out their tasks largely on their own, rather than by providing staff for long periods which would participate in carrying out these tasks. This approach will seek to stimulate self-confidence and initiative in teachers and agricultural managers instead of overshadowing them with technical assistance experts who do what teachers and managers must learn to do. This approach is justified if the Project succeeds in achieving its Phase III goal of training teachers to set up and conduct courses which provide agricultural managers with the knowledge required to improve the planning, implementation and management of accelerated agricultural and rural development.

25. Representatives of the Project, in close cooperation with U. S. AID Regional Bureaus and Missions, international and other appropriate agencies, will be prepared to provide advice and guidance in setting up training courses in a few countries from which the teachers who are to participate in the institute seminars come. The level at which the greatest training effort will be required is likely to differ from country to country. Some countries, e.g., Indonesia, are especially weak in middle-level management; others, e.g., some African countries, have a dearth of top management personnel. In some countries, the educational backgrounds of agricultural managers will be lower than in others, and so on. These differences will have to be taken into account in setting up courses in each country and Project personnel may be able to help by pointing out the factors which need consideration.

26. To help assure that the courses at each level are suitable for the managers and country concerned, and as part of the process by which teachers are selected for institute seminars, representatives of the Project will endeavor, in collaboration with U. S. AID Missions and other appropriate agencies, to explain the Project's objectives and mode of action to appropriate supervisory officials in the countries from which teacher candidates are sought, and to arrange with these officials for setting up courses appropriate to the needs of the country after its teacher candidates have been trained in the institute seminar. Indeed, such an agreement might be made a prerequisite to approval of the applications of teachers nominated by a country for the seminars, to insure that teachers trained in the institute seminars have a training program to conduct when they return to their respective countries.

27. Secondly, the Project will also be prepared to advise on the preparation and execution of the courses conducted in selected countries by teachers trained at an institute seminar. Because of the limited number of Project personnel, these consultancy services will have to be concentrated in a few carefully-selected countries where they are likely to provide a "demonstration effect" for other countries.

28. Thirdly, since the best test of the courses will be the effect they have on improving management practices in a country, the Project will be prepared, through the provision of consultancy services in a few countries, to advise agricultural managers after they have completed the course.

29. Because institutional and organizational inadequacies often constitute serious impediments to improved management of plans, programs and projects in these sectors, the Project will give particular attention in its consultancy activities to institutional, organizational and administratige reforms required to improve the capacity of institutions to organize and manage agricultural and rural development.

30. A special effort will also be made to advise agricultural managers in direct contact with producers, as well as managers who are concerned with the development of agriculture "from the bottom up", to apply what they have learned in the course to the solution of the problems they encounter in this work. By following up on the courses with consultancy services in this way, the Project will seek to help close the gap between planners and producers.

31. In Phase V, the Project will collect, analyze and disseminate the lessons of experience gained in the first four Phases, but especially in

Phase III (when teachers are trained to conduct the course) and Phase IV (when the Project provides consultancy services). The Project will seek to carry out Phase V activities by (a) arranging to use the few countries in which it has concentrated its efforts as demonstration projects for the benefit of agricultural managers from other countries; (b) conducting conferences and seminars for agricultural managers in developing countries and others where the lessons learned will be considered and evaluated; and (c) setting up data banks in a clearing house from which the lessons learned may be distributed in suitable form to interested persons in developing countries, with due account to efficiency and effectiveness, as well as the costs and benefits to be obtained.

G. Summary and Conclusion

32. The three-pronged, interrelated approach outlined in this paper, involving research, training and consultancy services, provides a systematic way of bridging the gap between planners and farmers in the agricultural and rural sectors. Phase I, which provides for the collection of available knowledge for improving management of the agricultural and rural sectors, and its analysis to separate out what is useful from what is not, requires the application of research techniques and analysis to theory and practice. But experience has shown that research, no matter how fruitful and relevant, is insufficient to bridge the gap between planners and producers unless accompanied by both training and technical advice. The world is full of useful knowledge unused for want of people who have learned how to apply the available knowledge.

33. To make the results of the research completed in Phase I available in usable form to those who need it, Phases II and III will provide for

training the many agricultural managers required to carry out plans, programs and projects in the agricultural and rural sectors. The consultancy services to be provided in Phase IV of the Project will help teachers in setting up and conducting the courses, and, thereafter, follow up on the courses by advice and guidance to agricultural managers on required institutional reforms and on how to apply what they have learned in the course after they return to their jobs. In this way, the lessons of experience which have been collected in Phase I, converted into educational material in Phase II, transferred to teachers in Phase III, can be taught to agricultural managers, and through them to producers, in Phase IV. Finally, in Phase V, what Project personnel have learned in carrying out the Project will be disseminated to those concerned in developing countries.

THE AGRICULTURAL SECTOR IMPLEMENTATION PROJECT

A SUMMARY DESCRIPTION

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Agricultural Sector Implementation Project
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Foreword

This summary of the Agricultural Sector Implementation Project is designed to inform people of the Project's activities and results to date, and its plans, under a new contract, for the next three years. We have briefly given the history of the Project, discussed its management and training approach to "bridging the gap between planners and farmers", and outlined the steps to be taken to institutionalize the Project approach in developing countries. The details of the project approach, training method and research findings are found in separate Project reports prepared for the U.S. Agency for International Development's Technical Assistance Bureau.

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Agricultural Sector Implementation
Project

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November 29, 1976

THE AGRICULTURAL SECTOR IMPLEMENTATION PROJECT

A SUMMARY DESCRIPTION

Background

Since 1972, the Agricultural Sector Implementation Project (ASIP) of the Governmental Affairs Institute (GAI), a project financed through AID's Technical Assistance Bureau, has had as its prime objective: "helping to bridge the gap between planners and farmers by improving the planning, implementation and management capabilities of those in the developing countries concerned with agricultural and rural development."

During this time the ASIP developed its own approach to solving problems related to the management of agricultural and rural development. The philosophy on which the ASIP approach rests has three prongs:

1. The first is the collection and preparation of a body of technical knowledge or technology incorporating those management approaches to agricultural and rural development that seem to have worked well in one or more countries. While there is much that is not known about how to improve agricultural performance, there is a great deal that is known that is not being applied because:

    a. People working in one country or region frequently know little about successes achieved in others;
    b. what is considered a failure overall often contains elements that are successful; and
    c. although there is considerable information about successes in the literature, it often requires much careful study to separate the useful from the useless.

The ASIP set for itself the task of analyzing the successes and determining the extent to which they are likely to be transferable.

2. The second prong of the ASIP approach is to look at the forward and backward linkages of a project or program to make sure that account is taken of all the major elements required to insure success. This involves the construction of what some call a delivery system for successful technology.

3. The most rational delivery system is only a plan that still must be implemented, almost always in less than an ideal environment. The third prong of the ASIP approach, therefore, is to carefully work out ways of translating the system into action under varying conditions. This is how the ASIP defines

management and this is what is meant by the statement that the ASIP seeks to improve the management of planned agricultural development. In working out a method to put the system in action, the ASIP uses well-known but little used techniques of behaviorial science, and takes account of cultural, political and social conditions of the country or region concerned.

The approach summarized above--involving technology, delivery systems, and conversion of the technology and delivery systems into action--cuts across everything that the ASIP does. The ASIP approach is being implemented in accordance with two successive contracts between AID and GAI.

Under the first contract, the ASIP staff prepared a Reference Book, Managing Planned Agricultural Development, which embodies substantive information (obtained by comparing theory with experience as derived from a study of some 1,700 published and unpublished sources, as well as from personal interviews with both planners and field practitioners) in the fields of planned agricultural and rural development.

With the Reference Book as the main source the ASIP staff designed teaching materials and a course of instruction for transferring the information in the Reference Book to managers concerned with agricultural and rural development in developing countries. To test the ASIP approach and the teaching materials, the ASIP conducted a Pilot Training Course (PTC) in "Managing Planned Agricultural Development" in Washington, D.C. for a six-week period between July 21 and August 29, 1975. Twenty-one participants from six countries in Africa, Asia and Latin America attended the PTC.

Evaluations by the participants and an independent AID-appointed evaluator, as well as a follow-up evaluation with the participants four months after the Course, indicate that the ASIP approach is a useful approach to training and that those who gain experience with it find it desirable to apply it. For example, participants of the PTC from Ghana, Guyana, and the Philippines conducted training for their subordinates based on the ASIP approach after returning to their countries; other participants indicated that they have used ASIP techniques and processes to manage their programs and projects more effectively.

II. ASIP Training

The ASIP approach to training agricultural managers is a blend of a specific training process and a specific body of substantive materials. The training process, devised by the Coverdale Organisation of London, England, involves learning from experience by using a systematic way of getting things done to achieve objectives. The substantive materials are contained in the Reference Book.

A. Coverdale Training

Coverdale training courses cover principles and practices for improving management capabilities in general. These principles and practices may be briefly stated as: evolving a synthesis of group objectives; using a systematic way of getting things done; expanding awareness to encompass the whole of a situation; developing perceptiveness in recognizing strengths and skills; planning cooperation for mutual benefit; learning to listen actively, and clarify ideas and facts; and recognizing how to apply management authority effectively at different organizational levels.

These seven themes comprise the content of a Coverdale course, and are studied by the method of learning from planned experiences. The purpose of the course is to provide a learning experience in which participants discover and practice methods for continuous self-improvement and the development of skills useful in managing people.

In a Coverdale course, tasks are used as the main medium of instruction because tasks involve learning-by-doing. One can gain knowledge from lectures, discussions, and case studies about what should work, what went well or wrong, or what one ought to do. But to become skilled in anything one must actually gain experience in tackling difficulties, getting things done and bringing about improvements.

Moreover, if the skills acquired are to be practical they must fit the participant's actual situation. Consequently, each participant in a Coverdale course is expected to bring his or her own knowledge and experience to a task and is never required to engage in "role-playing," i.e., to pretend that he or she is someone else. There is no one right answer; on the contrary, there are usually a variety of acceptable answers.

In a Coverdale context, a task is used primarily to provide participants with a systematic way of solving problems rather than a means of solving a specific problem. A task that is primarily intended to provide individuals with skills in solving problems sometimes may also result in the solution of a specific problem but the secondary result would be incidental to the primary goal.

In Coverdale courses, tasks are purposely unrelated to participants' regular lines of work to reduce the risk to their self-esteem from errors of judgment made in execution of tasks. For the same reason, course participants are not graded by the staff nor are reports made to superiors on how participants did.

To carry out tasks, participants usually are divided into three or four groups, each with six or seven persons. At any

given time, all groups may be assigned the same tasks or different ones. The small groups and the task-centered learning method provide participants with opportunities to present their views to their colleagues and to the course staff. Special attention is given to ensuring that the more vocal participants do not deprive the more reticent participants from making adequate use of these opportunities. Each group has its own coach whose main job is to help the group concerned apply the training themes previously discussed in carrying out its assigned task. The coach encourages experimentation rather than speculation, in order that course members can learn from their own first-hand experience. Coaches do not become involved in the substantive aspects of a task.

B. The ASIP Training Approach

In the ASIP training approach, most attributes found in the Coverdale courses are adopted, including the system of task-centered learning and the use of small groups and coaches. However, most of the tasks are based on substantive materials related to agricultural and rural development. The first week of the course is largely allotted to the carrying out of fairly simple tasks based mainly on lessons of experience contained in the Reference Book. In the second week of the course, a specially tailored Coverdale-type course is given that emphasizes management principles and practices. Beginning with the third week participants use the management principles they have learned in the second week of the course to carry out more complex tasks largely based on the substantive materials in the Reference Book. Thus process and substance are combined and practiced in interaction with each other.

The combination of the Coverdale learning process and the ASIP substantive materials constitutes the salient feature of the ASIP approach to the training of agricultural managers in developing countries. The approach, firstly, emphasizes the linkages between the substantive and management aspects of agricultural and rural development projects, programs and plans, and the necessity of dealing with both aspects. And, secondly, it concentrates on developing skill in managing planned agricultural and rural development (by a "learning-by-doing" methodology) rather than only on imparting knowledge (about what managers ought to do).

ASIP courses make as much use as possible of tasks, with lectures and field trips interspersed as comparatively light relief and as a source of ideas to be applied in subsequent tasks. At the start of a training session where a task is to be undertaken, each participant receives a statement of the task that indicates the purpose of the task; gives instructions for carrying it out, which include the constraints, limits or other conditions that participants are to consider and be

guided by; and indicates the product that is to result (e.g., a report for a General Session of all the course participants, and whether the report is to be presented informally or formally). Finally, the statement indicates the sources to be tapped for information in carrying out the task. Examples of tasks used are appended in Annex B.

After participants have read the task and their questions on the task have been answered, time is allotted for reviewing source materials. Thereafter, the resource person on the ASIP staff who is most concerned with the task briefs the participants, calling attention to salient features in the Reference Book or elsewhere that participants might wish to bear in mind in carrying out the task. After participants' questions on the briefing are answered, the participants form groups of about 7 persons.

Each group has a coach. While the coach seeks to help his group carry out the assigned task, he does not participate in the substantive discussions, unless he is also the resource person for the task. After giving the initial briefing, the ASIP resource person provides a group with information only upon request and only to the extent required to help the group reach its own conclusions.

The steps to be taken in carrying out each problem are assigned definite time limits which are posted at the start of each task assignment. At a pre-assigned time, the groups usually meet together in General Session to present and discuss their findings.

Continuing attempts are made during a course to tailor it to individual participant needs. This requires the establishment of procedures before the course for identifying and acting upon these needs.

In designing tasks, substantive issues have priority over procedural ones. The tasks used in ASIP courses have been drafted in a form that allows the greatest possible flexibility in meeting the needs of participants as they are revealed during the course. Most of the tasks are structured to minimize constraints on the way results are presented. Some tasks are designed to be carried out in a half-day session; others require one, two or three days. Virtually all tasks are capable of expansion or contraction as may be required. Some tasks are relatively simple; others relatively complex. Some tasks are specialized and intended for a specific kind of agricultural manager, e.g., extension workers; others, e.g. a task on devising a rural development model, are broader and intended for all kinds of agricultural managers.

Unlike the Coverdale Task, every ASIP task is designed to simulate the realities in developing countries to the

greatest extent possible, and some are based on actual projects and programs in a country. ASIP tasks ask participants to draw on their agricultural management experience and on the Reference Book and apply their findings to agricultural management problems. Tasks that are based on real projects or programs, or which approximate them permit participants to carry out tasks in a way that will provide them with results they can use on their jobs.

Although realism in tasks is desirable, when participants attack an actual problem of their own region or country, it has been found that they often become so preoccupied with the actual problem that they tend to ignore the procedures being taught to improve their skill in dealing with problems. As a result, while participants may solve a particular problem that interests them they may learn little about how to solve systematically the kinds of problems they are likely to face and with which the task is concerned. For this reason, tasks used in ASIP courses are devised to be realistic enough to capture participants' interest, but are not usually oriented to the solution of an actual problem of the participants.

The ASIP task approach has turned out to be a very flexible learning method that allows participants to apply their widely varied experience to the same task to learn lessons and acquire skills. Groups find little difficulty in adapting each task to the country, regional or local conditions familiar to the participants of the group.

What participants learn, however, largely depends on how they view the opportunities presented by the tasks. At one extreme, some groups have been found to deal with a task as though it is a problem they may encounter in their work. At the other extreme, other groups use the same task to describe and justify the way the participants' region or country deals with the problems raised in the task. Task wording and coaching are directed towards seeing that participants take the more active approach and consider alternatives.

To help participants make the transition from training to work, planning periods are scheduled during the course for participants to draw up their own plans, both as individuals and groups, for putting into practice what they have learned. Each planning session begins with a staff member's or consultant's explanation of what participants are being asked to do and the reason therefor. Time is allotted for participants to review their notes and to draft a plan for use upon their return to their jobs. Each participant is then asked to review the plans with another participant of his or her choosing to get another's reaction to the plan. Finally, participants are asked to meet with others from their organization or region to plan how they might work together upon their return to their jobs to encourage and support each other in the use

of the skills they have acquired in the ASIP course.

The ASIP also provides consultancy services to course participants after they return to their jobs to help them apply what they learned in an ASIP course. The ASIP country team staff will not only provide these consultancy services, but will train and assist the staffs of the training institution in this important function.

III. In-Country Implementation

Having completed the general research the ASIP, in November 1976, began to carry out the terms of the second contract with U.S. AID, which requires the Governmental Affairs Institute to implement the ASIP in two selected developing countries in a three-year period. This will involve the following steps:

1. Working with U.S. AID representatives to investigate conditions in 6 to 8 countries. From these countries, the ASIP will select two countries (one in each of two regions) which meet pre-determined criteria for in-country implementation of the ASIP approach. Appropriate institutions for the training of agricultural and rural development managers will be selected.

2. Beginning about August, 1977, two-person country teams will be stationed in each of these countries. The ASIP country team will work closely with staff of the institutions in the two countries and/or with other designated personnel (e.g., ministry staff) to impart the skills required to identify major problems of agricultural managers; to locate country materials that deal with these problems; and to use those materials and the Reference Book, Managing Planned Agricultural Development, to prepare a Country Reference Book. The Country Reference Books will concentrate on the most important agricultural and rural development management problems in each country and will deal with micromanagement, day-to-day problems, as well as with management processes that have broader application.

3. At the same time, the ASIP country teams will impart the ability to create, adopt and use in training the "learning-by-doing" tasks in small coach-assisted groups that are the salient features of ASIP training. ASIP staff will assist personnel of the selected training institutions to prepare and structure learning tasks, select tasks for particular courses, tailor courses to managers' needs, and coach and direct a task-based course.

4. The ASIP staff will then assist the cooperating country trainers to conduct training courses. The trainers' involvement will be emphasized from the outset, with greater responsibility for conducting the courses being transferred

progressively to cooperating country trainers as their abilities permit.

5. The ASIP staff will supply consultancy services to trainees after they have returned to their jobs to help them apply, on the job, what they have learned in the courses and to avoid the gap that often occurs between the lessons taught in training courses and the actual situations faced by participants.

6. On the basis of experience gained in conducting each training course, the ASIP will assist the institutions in revising Country Reference Books and training materials as required. The ASIP will also provide assistance in such further actions as are necessary to institutionalize the ASIP approach to training managers.

Briefly stated, the products in each of the two selected countries will be as follows:

1. A Country Reference Book that will contain information on techniques and methods that will provide lessons from experience on how to accomplish agricultural and rural development programs and projects.

2. Two or more groups of managers who have been given the ASIP training and have been assisted in applying it to the solution of their own problems.

3. The capability, within a training institution, to continue to provide ASIP training to successive groups of agricultural and rural development managers.

ANNEX A

ILLUSTRATIVE FINDINGS

Following are examples of research findings from the Reference Book, Managing Planned Agricultural Development, in the form of questions and answers:

1. Is it possible to plan for agriculture outside the framework of an overall plan?
   Not only is it possible to plan for agriculture outside the framework of an overall plan, but the evidence indicates that this approach often yields better results than an overall plan does.

2. Is it possible to plan for agriculture from the top down? Or must it be from the bottom up?
   Neither approach is viable by itself; a combination of the two is essential. The form this combination takes is usually regional planning. The Reference Book sets out the different kinds of regional planning and what needs to be done to make them work.

3. How can farmers' objectives and constraints best be considered in agricultural planning?
   Adequate consideration of farmers' objectives and constraints requires more than general surveys and understanding of broad social, cultural and economic conditions. It requires that objectives, strategies, targets and policies be adjusted to the problems found in specific local areas. Since governments cannot negotiate a plan with each farmer, or even with each local area, it is necessary to devolve considerable planning responsibility to local organizations and then adjust sectoral, regional, local and farmer organization plans in an iterative process. How this has been done in different places and situations and how these methods have worked in practice is explained and analyzed.

4. What constitutes a self-sustaining approach to rural development?
   In practice, six elements applied in varying degrees in different countries and situations, have been found to be useful in carrying out integrated rural development programs. These elements are: labor-using agriculture, minor development works, light industry, self-help as a foundation principle, organization for rural development, and a hierarchy of marketing centers. The different aspects of these elements are discussed in detail in the Reference Book.

5. What type of credit program is needed for small farmers?
   The most successful small-farmer credit program has

been one where responsiblity for repayment and supervision was largely turned over to the farmers and farmer groups themselves. The ways in which this principle applies to collateral requirements, interest rates, the type of credit and other issues is spelled out.

6. How should land reform be conducted so as to minimize output losses in the short run, increase output in the long run, provide the greatest equity and create popular support?

The most successful land reforms have been those that separated reform of ownership from changes in production-organization. This is because changes in ownership require legal and social changes that can be implemented by legal measures while changes in production-organization require the acquisition of new skills, something that cannot be achieved by administrative fiat. Production-reorganization has been carried out most effectively through approaches designed to develop necessary skills in people. The Reference Book discusses how these principles can be applied to land tenure conditions in various parts of the world.

7. What is the best type of extension system for reaching small or subsistence farmers?

Two distinctly different types of extension systems have been successful in reaching small farmers. One of these the ASIP calls technical extension; the other, problem solving extension. Technical extension works best when all necessary inputs and supporting services are readily available or are provided along with the extension. In practice, it has usually worked best for high-value crops and for large scale farmers. Problem solving has been most successful when members of a community must deal with common problems and where organization of community members is possible. There are cases which combine elements of both approaches. The Reference Book spells out the conditions to which each of the approaches apply and the procedures for carrying them out.

8. What is the best way to develop farmer organizations?

In practice, the most successful farmer organizations have developed gradually, as farmers felt the need for additional services. Attempts to create complex organizations requiring too much government management and supervision have been expensive and usually have failed. Farmers have rarely taken responsibility for such organizations. Organization has been more successful when farmers have had the responsibility for the organization from the beginning. The Reference Book details the steps that have been successfully used to create such organizations.

9. What should be given priority in agricultural research?

The most successful research in developing countries

has concentrated efforts on improving traditional varieties and methods and adapting known technologies. Traditional varieties exist at the farm level, and that is where the field testing of adapted crops and methods must be done. Many research programs have been able to do a lot at low cost by involving farmers in research.

10. What approach is best for developing and training local leaders (e.g., community or cooperative leaders or managers)?

In practice, the most successful local leadership development has been through experience in conducting simple projects and activities that permitted a large number of people to gain leadership and management experience. Formal training has been much less effective except to transmit certain technical skills. Even then, informal methods of training often have been desirable. The Reference Book sets out the conditions to which these conclusions apply and the methods for implementing local level training.

11. How can training be made more effective?

Two things can be done to significantly improve the impact of training in agriculture. First, it is necessary to determine whether training will actually solve the problems faced. Too often, training is used because it is relatively noncontroversial when the real problem lies in the institutions or other constraints untouched by the training. This doesn't mean that there should not be training in these instances, but that those sponsoring the training must be prepared to make necessary organizational and procedural changes so that the skills and knowledge gained can be useful.

Second, virtually all education and much training is aimed at providing theoretical knowledge and understanding. Frequently, there is so little connection to practice that trainees cannot apply what they have learned. Successful training programs have been those that have found a way to relate theory to practice so trainees can do things as well as talk about them. The Reference Book discusses many aspects of both issues.

12. What are the various kinds of projects and how do they differ from each other?

Most developing countries have too few soundly conceived and well-prepared projects. The Reference Book indicates why this is so and what kinds of projects have been successful in whole or in part. The discussion deals with the different types of projects: experimental, pilot, demonstration, and production. Management needs, including organizational affiliation and support, differ for each type. The general objectives of projects of each type are explained, and successful organizational forms and processes are discussed.

13. What organizational choices are possible for project implementation and what has experience shown about the desirability of a particular choice?

In choosing an organization to implement a project, there are five broad alternatives. 1) expansion of existing bureaucracies; 2) creation of an autonomous or semi-autonomous organization; 3) establishment of a project organization reporting to the center; 4) establishment of an organization reporting to field or regional agencies; and 5) contracting for services or relying on an external agent. The Reference Book discusses some likely effects of the choice of an organization and the conditions under which choices are likely to be effective.

14. What kind of project evaluation has been found to be most effective?

There are three major approaches to project evaluation: ongoing or built-in evaluation, special evaluations during the course of the project, and ex-post evaluation. Of these, ex-post evaluation has proved to be the least valuable, and ongoing evaluation most valuable, in improving project performance. The Reference Book explores which type of evaluation is required in different circumstances.

15. How much can a good monitoring system do to insure that a program or project stays on schedule and meets its objectives?

Monitoring enters late into the cycle of program and project management. A prerequisite is that there must be some standard against which to monitor. The more clearly objectives and outputs have been stated (assuming that the objectives and outputs are realistic), the more precise monitoring can be. Monitoring must also be complemented by effective reporting, i.e., the getting of relevant and timely information to the right people. Thereafter, a control system appropriate to the specific situation must insure that management decisions are made and followed up on. Selected examples where this has been done are described. Effects of "feed forward" systems to identify and disseminate successful innovations are discussed as the necessary complement to feedback systems.

ANNEX B

ILLUSTRATIVE ASIP TASKS

The tasks used in ASIP courses can be illustrated briefly by describing five of them. The first task deals with rural development models and is used early in the course. It allows for considerable interplay among manager-trainees as they draw on their experience to adapt elements of a rural development model to the needs of their own country or region.

The second task calls for managers to prepare terms of reference for a stocktaking and diagnostic survey. The third task deals with a familiar technique, PERT, at an introductory level. Unlike training courses with problems which deal with situations of little relevance to managers in agricultural and rural development, the ASIP task deals with the kind of project a manager may encounter in his own work, but at a much lower level of complexity. These two tasks, like the first, allow for interplay and drawing on individual experience to meet a common problem. In addition, they require managers to draw up specific plans for implementation in much the same way they must on the job.

Tasks sometimes have two or more parts. The Extension Task, (Task #4) for example, has a Part Two (Task #5) which calls for budget reductions of 30%--a fact with which most practitioners have had to deal at one time or another. In such cases, managers-trainees work Part I of the task without knowledge of Part II, which both adds to realism and allows the managers to concentrate their energies on one problem at a time.

Task No. 1

RURAL DEVELOPMENT MODEL

Task

Prepare a rural development model for your countries.

Purpose

To learn how to apply and modify general lessons of experience with rural development to needs of your countries.

Instructions

1. List the elements of a workable rural development model for your countries. In preparing your model, you should feel free to adopt unchanged, modify, eliminate or add to the six elements listed and discussed on pages 72-91 of the Manual.

2. Indicate the reasons why each of the elements of your model are essential to your model and why they collectively constitute a workable model for rural development in your countries.

3. Indicate the main social, political and economic difficulties likely to be encountered in implementing the model, and how you would propose they be dealt with.

4. Prepare an outline of your model and your justification for it for presentation at a General Session.

Sources

Your own experience and pages 72-91 of the Manual.

Task No. 2

STOCKTAKING & DIAGNOSTIC SURVEY

Task

Prepare a report in the form of terms of reference for a team which is to conduct an agricultural stocktaking and diagnostic survey for a specified country.

Purpose

To learn the major elements involved in preparing terms of reference for a team which is to make an agricultural stocktaking and diagnostic survey.

Instructions

1. From among the countries of the members of your group, select a country for which your group will prepare terms of reference for the survey. In selecting a country, be guided by the availability of data for the country, as well as the number of individuals in the group who either know the country or who can provide the group with information needed to carry out the task effectively.

2. The stocktaking and diagnostic survey for which you will prepare terms of reference is to provide statistical and other information for the preparation of a ten-year agricultural development plan for the country concerned.

3. In preparing the terms of reference, be guided by the country's national development objectives and, if you know them, the development objectives for the agricultural sector. If the country does not have development objectives, or you do not know what they are, set objectives for the agricultrual sector to guide the team in carrying out the survey.

4. Identify the subsectors of the agricultural sector to which the team should (a) limit the survey, and (b) give special attention.

5. Indicate in broad outline the major agricultural issues (e.g., the key constraints on agriculture, potential new markets for the country's agricultural products, pricing or incentive policies which could help achieve development objectives) which the team should emphasize.

6. The date on which the preparation of the ten-year plan will begin is exactly four months from the date that the survey team will begin working. The survey team's report should be ready on the day the planners begin preparation of the plan. This time constraint should be borne in mind when your group lays out the amount of work which the survey team will be required to do. Be realistic about the amount of work you ask the survey team to accomplish in the time it has at its disposal.

7. To help the team meet the time constraint, indicate in the terms of reference how much time the survey team should spend in the field and how much it should allot to drafting the team's report. Bear in mind

that the longer the team gathers information in the field, the more time it may need to prepare its report.

8. In laying out what you want the team to do, also bear in mind the country's data constraints and that there is no point in writing terms of reference that cannot be carried out. You are not being asked to draw up terms of reference for a survey in a country which has all the data one would like to have.

9. As part of the terms of reference, give the number of persons to be included on the survey mission and draft job descriptions of no more than three sentences for each individual on the team.

10. Your group's report must not exceed five single-space typewritten pages or ten double-space typewritten pages.

Sources

In preparing the terms of reference, draw upon your own experience, information which your group has about the country concerned, and the Manual (see pp. 172-229; Annex C, pp. i-ix; and Annex D, pp. i-xv). In using the Manual, you should bear in mind that the information in the Manual is couched in general terms so as to apply, as much as possible, to many countries. Since the terms of reference you are being asked to prepare apply to a specific country, you should use the Manual only as a guide, to be modified and adapted as necessary to meet the situation in the country with which you are concerned.

Task No. 3

WORK SCHEDULING FOR PROJECT IMPLEMENTATION

Task

Prepare a work schedule using a PERT network for the project described in the attached page.

Purpose

To improve your ability to analyze and schedule projects in order to use resources more effectively and thereby improve project implementation and increase chances for project success.

Instructions

1. Prepare a list of the resources you think you will need to implement the project and the organizations that should be involved.

2. List the major activities which you believe are essential for the effective implementation of the project; then, establish a logical sequence for these activities.

3. Develop a PERT network which shows the inter-relations among the project activities you have selected.

4. Estimate how long it will take to complete each activity and compute the critical path.

5. Analyze the project and suggest actions which might reduce the total time required to complete the project.

6. Be prepared to describe your conclusions and the reasons for them in General Session.

Success Criteria

Your network should consist of at least fifteen (15) distinct events, with inter-relations properly shown.

Sources

Annex E of the Manual, and your own experience.

Task No. 4

EXTENSION

Task - Part I

Prepare an Extension Program to cover both subsistence and commercial farmers, and a Budget Proposal for the extension program for submission to the appropriate budget authorities.

Purpose

To increase knowledge in handling the problems encountered in designing and financing an extension program that must reach subsistence as well as commercial farmers.

Instructions

1. Prepare the program to cover about 50,000 farmers of the kinds typical in the areas represented by the members in your group.

2. The objective of your program should be to increase agricultural income and to insure that small scale and subsistence farmers join in producing and sharing in the increased income.

3. Because of the need to conserve scarce funds, the program should be justifiable as a practical rather than an ideal program. Your group should be prepared to answer questions from the budget authorities about this aspect of the program.

4. The Program and Budget Proposal should consist of three parts:

    a) a Statement explaining the program;
    b) a List of the Personnel Requirements; and
    c) a Budget.

5. The Statement should:

    a) (1) List the types of farmers affected by the program; (2) percentages of total farmers of each type; (3) ratios of professiona agents to farmers; and (4) principal crops grown by each type of farmer affected by the program. For instance, farmers may be divided between commercial and subsistence producers; large and small scale farmers; owners and tenants; export and domestic crop producers; or in any other way you consider desirable. The data should be put in a table. For example, the table might look like this:

Type of Farmer	Percentage of Total Farmers	Professional Extension Agent/Farmer Ratio	Principal Crops
Large-commercial	3%	1/500	coffee, tea
Small-commercial	7%	1/500	tea, sugar
Subsistence	80%	1/1000	rice
Nomads	10%	1/2000	cattle, goats

b) Justify the distribution of emphasis among types of farmers and crops in your program by showing how the program supports its objectives, makes good use of the funds requested in the budget, and provides transportation for extension personnel to reach farmers.

c) Explain the distribution of the extension personnel (demonstration farmer, semi-professional worker, professional extension agent, etc.) for each type of farmer or crop and how these personnel are to be used (e.g., supervision of semi-professional or farmer extension worker, supervision of demonstration plots, etc.)

6. For your List of Personnel Requirements:

   a. Divide the number of persons required for the extension program in three categories:

      1) professionals and administrators (i.e., those with professional qualifications, like college degrees);

      2) semi-professionals - those with elementary or secondary school educations, or vocational or in-service training (e.g., lower level extension agents, farmers who became full time extension agents);

      3) farmers - assistants used for extension functions (e.g., model farmers and demonstrators).

   b. For professionals and administrators, write job descriptions of not more than five lines outlining the major technical and supervisory responsibilities of each type of professional or administrator. List semi-professional staff by job title. Write a brief description of the responsibilities given to farmer assistants.

   c. For purposes of this task, you need not include overhead personnel, such as clerks, drivers, etc.

7. Budget:

   In order to provide some idea of the costs of this program, draw up a budget, using the attached Extension Program Budget Form, which reflects personnel and transportation costs only.

   a) Allocate a cost of 1 unit per year to get a farmer to do any form of demonstration or extension work while he is still a farmer, 5 units per year for each semi-professional staff member, and 20 units per year for each professional or administrative officer.

   b) Allocate 1 unit per year as the cost of a bicycle, 6 units per year as the cost of a motor scooter, and 16 units per year as the cost of a jeep or light truck.

c) Enter the number of each type of personnel (under A) or vehicle (under B) required in Column (1). Multiply Column (1) by cost per person or per vehicle in Column (2) to obtain the costs for each category (Column (3)). Add the costs in Column (3) to obtain the required total costs in Column (4).

8. The total Program and Budget Proposal should not be longer than six pages, including a budget using the attached Extension Program Budget Form.

Sources

Pages 688-710 and 731-736 of the Manual, and your own experience.

EXTENSION PROGRAM BUDGET FORM

A. Staff:	(1) Number	(2) Cost Per Person		(3) Costs	(4) Total Costs
A 1. Professional	____	20	=	_____	
A 2. Administrators	____	20	=	_____	
A 3. Semi-professionals	____	5	=	_____	
A 4. Farmer assistants	____	1	=	_____	
A 5. Total for personnel					

B. Transportation:	Number	Cost per Vehicle		Costs
B 1. Jeeps	____	16	=	_____
B 2. Light Trucks	____	16	=	_____
B 3. Scooters	____	6	=	_____
B 4. Bicycles	____	1	=	_____
B 5. Total for transportation				

Total Budget (A 5 + B 5)

Task No. 5

EXTENSION

Task - Part II

Reduce the extension budget by 30 percent and show how the major objectives of the extension program as described in the Statement you have prepared may still be realized with the reduced project.

Purpose

To practice separating essential elements from the less important ones in an extension program.

Instructions

1. Because of a series of unforeseen developments which include severe drought damage to major crops, a 40 percent drop in prices received for major exports and an unexpected major reduction in receipts of foreign financial assistance, the budgetary authorities have decreed major reductions in all programs.

2. In modifying the extension program, maintain the approach and pattern of emphasis on farmers and crops you established in your Statement describing the program. However, you may modify the personnel staffing and transportation arrangements as you consider desirable.

3. Prepare (a) a Revised List of Personnel Requirements, (b) a Revised Budget, and (c) a supplementary Statement describing (1) how the Revised Program will differ from the original Program in its impact on farmers and production, and (2) why you believe it is still a viable approach to achieving the original Program's objectives.

Sources

Pages 688-710 and 731-736 of the Manual.

Evaluation Summary

Agricultural Sector Implementation Project (0209)

Implementation Phase

Egypt and Nepal

Introduction:

The Agricultural Sector Implementation Project (ASIP) is a pilot program centrally funded by the Office of Rural Development and Development Administration (DS/RAD) and implemented by Public Administration Service (PAS) to test a model for improving agricultural planning and management performance. The objectives of the model are (1) to identify, through field research, practices that have been successfully applied to overcome agricultural development problems, (2) to disseminate to planners and managers, through training or other means, the products of the field research, and (3) to provide follow-up consultation and support to applying successful planning and management practices to specific agricultural activities.

Prior to pilot testing and demonstration of the application of the model in two countries -- Egypt and Nepal -- the contractor compiled a general reference book of planning and implementation practices as a basic resource and adopted a training methodology developed by the Coverdale Organization of England as the primary means for disseminating the practices described in the reference book and country specific supplements of field research.

The ASIP approach was implemented in Egypt and Nepal between 1977 and 1979 and had as its objectives to:

(1) Compile country-specific examples of successful planning and management practices into supplements to the general reference books;

(2) Train local training teams in ASIP training, research and consultancy methods;

(3) Train groups of agricultural planners and managers in skills and methods for applying successful practices to agricultural activities; and

(4) Assist selected local institutions to attain a capacity to implement and carry on the ASIP training, research and consultancy methods introduced in the project.

The major accomplishments in both countries were:

(a) Training of local trainers in ASIP training methods -- 6 trainers were trained in Egypt and 10 in Nepal;

(b) Pilot testing of a two week general management skills training curriculum -- approximately 200 mid-level managers received the training in Egypt; 117 attended the courses in Nepal;

(c) Identification and compilation of country-specific examples of successful agricultural planning and management practices -- a 75 page supplement to the general reference book has been produced in Nepal and a modest Egyptian supplement is expected to be completed by July 1980;

(d) Development of potential local institutional capacities to continue to train planners and managers in ASIP methods -- in both countries additional support and technical assistance will be required to address fundamental institutional issues of funding for the training programs, training trainers and responding to local training needs and priorities.

In February - March, 1980 end-of-project evaluations were conducted in both countries. A summary of the principal findings and recommendations detailed in the separate country reports which follow are:

A. Principal Findings

1. The original ASIP model was substantially scaled down to a general management skills development training course which, although relevant to most management work and responsive to basic problems in the many countries, has not been modified or strategically implemented to address specific needs and priorities of client institutions in the two countries;

2. The project activities in both countries have maintained a narrow, internal focus on training trainers and refining of the training curricula (i.e. the supply) which has adversely affected the external recognition, support and receptivity of the project as a multi-faceted, integrated activity (i.e. the demand).

3. Project activities have been minimally institutionalized with reference to (a) a solid grasp of a capability to implement the integrated elements of the ASIP model (b) viable sources of continued funding of the training, field research and consultancy activities, and (c) strategies and means for training local staff

B. Principal Recommendations

1. The ASIP model as a strategic process for identifying and applying successful practices of past experience in the planning and managing agricultural activities is promising; however in order to test the impact of the model it is necessary to further define and implement an on-going information/evaluation system to determine and respond to specific local needs and priorities.

2. There is the need for technical advisors with a strong orientation and experience in applied field research and reporting and broad-based training and consultancy skills and experience to help adopt and implement the ASIP approach to client institution requirements.

3. The primary aim of the ASIP model is "on-the-job-in-the organization" applications of field research and training products. This requires attention to developing and implementing locally-appropriate methods for follow-up consultancy which are not now a well-defined part of the ASIP model.

C. Summary Conclusion

The specific value of the management skills training which has been the major activity of the ASIP project in Nepal and Egypt is due in large part to the fact that it develops skills and habits that are very much needed and are basic to most management work. In this respect, ASIP training is a very effective "opening wedge" or "base-builder" for a more specifically-targeted, comprehensive program for improving institutional and individual performance in planning and managing development activities. What is required however, and the major lesson of the project, is that the ASIP model needs to be strategically applied in each country to respond to specific priorities within the context of the overall planning and management process.

END OF PROJECT
EVALUATION REPORT
AGRICULTURAL SECTOR IMPLEMENTATION PROJECT
NEPAL

Contract AID/ta-C-1350

March 1980

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Office of International Cooperation and Development
Department of Agriculture

EXECUTIVE SUMMARY

The Agricultural Sector Implementation Project (ASIP) was developed by Public Administration Service (PAS) and implemented in Nepal and Egypt between 1977 and 1979 to field test a model for improving agricultural and rural development planning and management practices. The model consists of three integrated elements: field research to identify successful practices for planning and managing agricultural activities, training to introduce the methods and disseminate the findings of the field research, and follow-up consultation to apply the successful practices to agricultural and rural development planning and management activities.

In Nepal, the contractor implemented the project in cooperation with the Agricultural Projects Service Centre (APROSC), a quasi-independent agency of the Ministry of Agriculture established in 1975 to provide technical support services to HMG agencies in project formulation, analysis and evaluation.

The major findings of this evaluation are that:

(1) The foundation of the ASIP model, field research, was subordinated to general management skills training, resulting in a less direct application and impact of the project on actual agricultural planning and management practices than was anticipated;

(2) The major project activity was the training of APROSC trainers to conduct the two-week Management Skills Development Program (MSDP) which, during the first week, introduces participants to a personal and job-related planning and problem-solving model and, during the second week, introduces the Reference Book and Nepalese Supplement of successful practices and approaches to applying these practices to back-at-work tasks.

(3) Former MSDP course participants, their supervisors, and senior-level personnel in HMG agencies value and regard as relevant the personal development and planning skills emphasized in the first week of MSDP training.

(4) The project provided the stimulus and technical support to

formally establish a training division within APROSC which now has a basic capability to conduct the MSDP for mid-level personnel and is developing the capability--with FAO advisory assistance--to conduct a course in agricultural projects analysis and planning.

(5) For APROSC to respond to a substantial interest and potential demand among HMG institutions for continued MSDP training, potential client institutions have consistently recommended the need for:

(a) Clearer and more regular communication with APROSC about the aims and applications of MSDP training and the schedule of MSDP courses;

(b) The capability of the APROSC Training Division to modify, as necessary, the MSDP course to meet the needs of particular institutions and agricultural sub-sectors for management training;

(c) The addition of more senior, experienced trainers to the APROSC staff to further establish the credibility of MSDP training and to attract and train senior-level HMG planners and managers;

(d) MSDP training to obtain HMG certification so that participants can receive career development and job advancement "marks;"

(e) Training groups of planners and managers from specific institutions and sub-sectors in order to develop a "critical mass" who are knowledgeable of the language, concepts and applications of MSDP training.

(6) In-country research has produced examples of successful planning and management practices which have been complied in a 75-page Nepalese Supplement to the Reference Book, and some follow-up activities have taken place; however there is little evidence that the successful practices have been widely or directly utilized by planners and managers.

In general, the ASIP project has met many of the projected output targets; although it has not integrated these targets to the extent necessary to fully test the strength and application of the ASIP model. It has successfully added to the institutional capability of APROSC to organize and conduct management training which, potentially, can complement and help HMG agencies implement the products of the technical services which APROSC provides. Further, the project has developed and tested an approach to introduce planning and problem-solving skills to agricultural and rural development personnel which is regarded among those knowledgeable of the program as valuable and relevant to virtually all HMG planners and managers.

The project, however, has adequately emphasized only one of the three integrated elements of the original ASIP model: the development through training of individual and group problem-solving and planning skills. Inadequate attention has been given to field research and to the follow-up consultations to assist planners and managers apply the research findings to agricultural planning and implementation activities.

The project has tapped a substantial interest and potential demand among HMG institutions for a common and systematic approach to administrative and managerial planning and problem-solving. APROSC would be an appropriate institution in Nepal to respond to this demand, should it elect to and find the financial resources necessary to further develop and support management training activities. Additional short-term technical support would be required to further develop APROSC's capability to train trainers, assess institutional needs for training, expand the scope of training content and methods (including greater attention to and integration of technical planning skills with the general management skills now covered in MSDP), and to plan and implement follow-up consultations and support.

I. OVERVIEW OF ASIP:

The ASIP model is a structured approach to identifying and applying the learnings of previous agricultural development planning and management experience in order to improve the performance and impact of future activities. The basis of the model is applied research which is carried out to identify those factors that have contributed to the achievement of agricultural development objectives.

The ASIP model defines the products of research as "successful practices" for planning and implementing agricultural and rural development activities. The objectives of the model (see Fig. 1) are (1) to identify successful practices through field research, (2) to disseminate to agricultural planners and managers, through training or other appropriate means, the methods and products of the field research, and (3) to provide follow-up consultation and support in applying the successful practices to the planning and management of agricultural and rural development activities.

The project has been carried out in three phases. Prior to pilot testing and demonstration of applications of the model in two countries (Egypt and Nepal), the contractor compiled a general reference book of planning and implementation practices identified from a literature search of approximately 1700 references.[1] Following the implementation phase, the findings and lessons from experience are to be analyzed by the contractor and the results disseminated to USAID Missions and government institutions through written documentation and regional seminars.

The outputs expected from the in-country implementation phase of the project are:

(1) An in-country reference book of principles of agricultural sector management developed through the ASIP field research;

(2) An in-country team thoroughly qualified in ASIP training, research, and consultancy methods capable of continuing after contract completion;

(3) Adequate training materials developed from the in-country

[1] Published in 1976 as Managing Planned Agricultural Development.

ASIP MODEL

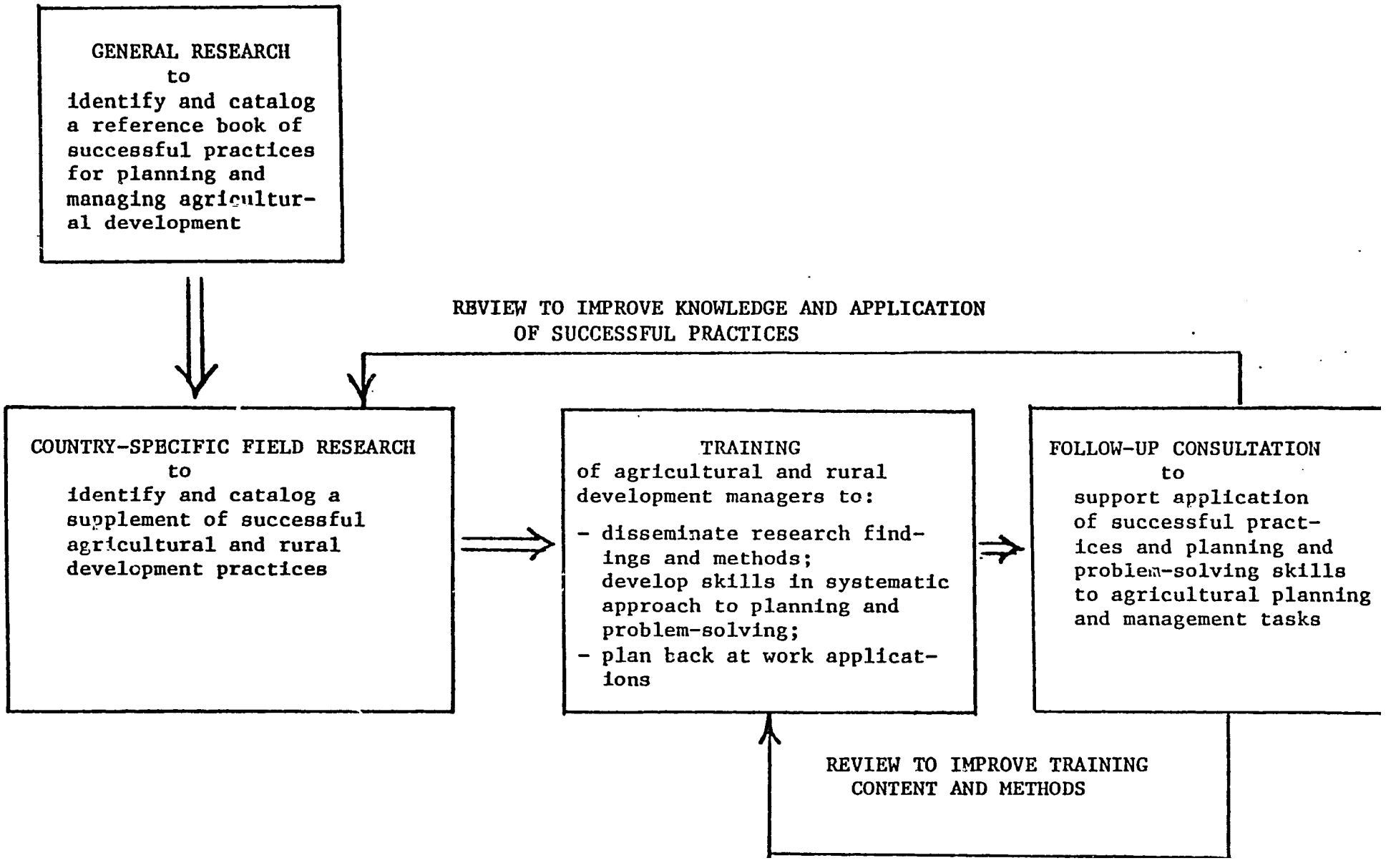
GENERAL RESEARCH
to
identify and catalog a reference book of successful practices for planning and managing agricultural development
REVIEW TO IMPROVE KNOWLEDGE AND APPLICATION OF SUCCESSFUL PRACTICES
COUNTRY-SPECIFIC FIELD RESEARCH
to
identify and catalog a supplement of successful agricultural and rural development practices
TRAINING
of agricultural and rural development managers to:
- disseminate research findings and methods;
develop skills in systematic approach to planning and problem-solving;
- plan back at work applications
FOLLOW-UP CONSULTATION
to
support application of successful practices and planning and problem-solving skills to agricultural planning and management tasks
REVIEW TO IMPROVE TRAINING CONTENT AND METHODS

Fig. 1

reference book;

(4) Groups of agricultural managers trained in-country;

(5) One or more organizations in-country capable of continuing the ASIP training.[2]

II. TERMS OF REFERENCE:

The purpose of this evaluation was to assess project performance and outputs with reference to the:

(1) Institutional Capacity of APROSC to design, organize and conduct ASIP training and research on an on-going basis;

(2) Appropriateness and Relevance of ASIP reseach and training to the needs and priorities for improving agricultural and rural development planning and management practices in Nepal;

(3) Impact of ASIP training and research to-date on agricultural and rural development planning and management practices in Nepal;

(4) Readiness for Dissemination of the ASIP research and training methods to other countries, based on experience and performance in Nepal.

Criteria for assessing project performance in each of the four areas were identified as guidelines for the evaluation (see Appendix 1), and data was collected from:

(1) Project documents and reports, training and research materials;

(2) Observations during the first two days of an MSDP training program conducted by the APROSC training staff;

(3) Interviews with:

- PAS headquarters and former Nepal field staff;
- USAID/Nepal staff;
- Director and staff of the APROSC Training Division;
- Executive Director of APROSC;
- Former MSDP course participants working in the Kathmandu area;

[2]Contractor's Statement of Work

- Immediate supervisors of former training participants;
- Senior-level HMG agricultural managers.

III. OVERVIEW OF ASIP/NEPAL:

In Nepal, the project was carried out between August 1977 and September 1979. The major project activities were:

(1) Training APROSC trainers to implement specific, inductive learning methods designed by the Coverdale Organization of England and adopted by the contractor for use in the ASIP project as the basic training and research methodolgy;

(2) Testing and refining a two-week Management Skills Development Program curriculum;

(3) Conducting and compiling the findings of field research into a Nepalese Supplement of successful agricultural planning and management practices.

See Appendix 2 for a detailed summary of project activities.

PAS provided two advisors (a public administration specialist and an agricultural management specialist), research and training materials and reference and logistical support. APROSC selected and supported a training and clerical staff and provided office and non-residential training facilities.

Training Trainers:

The basic premise of ASIP training methods is that skills essential to effective management cannot be "taught" but can be acquired only through personal experience and practice. The purpose of the training, therefore, is to provide participants with the opportunity to learn and subsequently apply those skills which respond to their individual needs and learning priorities. The model used in training APROSC trainers and MSDP participants has the following elements: (1) introduction of problem-solving activities ("tasks") to provide participants with experiences from which they can identify successful problem-solving practices, (2) application and further practice in applying successful

problem-solving practices to increasingly more job-related tasks, (3) continuous feedback on individual and group performance to identify and support successful problem-solving practices.

In applying this model to the training of APROSC trainers, the ASIP advisors introduced the methods and a set of learning tasks, adapted from Coverdale material, to the APROSC trainers to assess their potential as future trainers. Subsequent training programs were conducted to (a) provide the APROSC staff with practice in developing their skills in implementing ASIP training methods and activities, and (b) begin to develop and refine a basic course design and materials for training agricultural planners and managers. Staff training was thus integrated with the development and implementation of a basic training program for agricultural managers so that in conducting MSDP courses the APROSC staff were able to observe, practice and receive feedback in the following trainer roles:

(1) Internal Coach - observer
(2) Assistant Coach - assistant group facilitator
(3) Coach-- group facilitator
(4) Assistant Course Director - planning and design responsibilities
(5) Course Director - overall responsibility for the organization, design and implementation of MSDP

By MSDP VI (June 1979) APROSC trainers replaced the ASIP advisors as Course Director, and the primary purpose of MSDP shifted from training APROSC trainers to training agricultural planners and managers. MSDP VI and VII were conducted by APROSC trainers with only minimal support from an external consultant.

Management Skills Development Program:

The MSDP was developed as a means for (a) training Nepalese planners and managers in ASIP planning and problem-solving methods, and (b) disseminating the methods and findings of field research. The course aims emphasize personal and job-related planning and problem-solving skills. The tasks during the first week have as their objectives to help participants develop skills in using a systemtaic approach to getting

work done (see Appendix 3), developing a common language for planning and problem-solving, setting criteria for judging success, listening more carefully to others, and managing time. In the second week, the tasks are drawn from general and Nepal-specific problems in agricultural planning and implementation, and the participants are introduced to the Reference Book and Nepalese Supplement of successful practices. Participants are expected, during the second week, to apply the systematic approach and successful practices in preparing "back-at-work" plans.

Field Research:

Field research has been carried out in a series of visits by the ASIP advisors and APROSC trainers to selected development regions. Interviews have been held with agricultural managers and observations have been made of various project activities. The findings of these visits have been reviewed by the advisors and staff and summarized as successful practices in a Nepalese Supplement (see Appendix 4). Subsequent follow-up visits have been made by the advisors and staff to determine the extent to which former MSDP participants have been able to apply the field research findings in their work and to identify additional successful practices.

IV. ACCOMPLISHMENTS:

The major accomplishments of the field implementation phase of the project in Nepal have been:

1. Establishment of Training Division in APROSC:

The project has been extremely well-placed in APROSC, an established institution with a multi-disciplinary staff of over 100 professionals and a Board of Directors of senior officials from the Ministeries of Agriculture and Finance, the National Planning Commission, and local development banks.

APROSC established the Training Division as one of four permanent units of the organization to implement the ASIP training and research activities, and it has thus far supported the staff and MSDP training programs from funds it derives from technical service contracts.

APROSC now regards training as one of its principal areas of activity and has elected, up to this time, to limit the in-service courses it will conduct to the MSDP (developed under the ASIP project) and the Agricultural Analysis and Rural Development Planning Course (now being developed with FAO assistance).

The staff of the Training Division regard APROSC as providing secure employment, comparitively high salaries, and opportunities for professional growth.

2. Training APROSC Trainers:

APROSC selected and employed 12 trainers within the first four months of the project. The ASIP advisors conducted six MSDP courses to provide the trainers with practice in implementing the ASIP methods and activities and to continuously assess and provide feedback on their performance in the various trainer roles involved in planning and conducting MSDP courses.

The present staff includes a Training Director and nine Training Officers—seven of whom are regarded as qualified Coaches and four as qualified Course Directors.

3. Development of MSDP Course Design and Materials:

A standardized two-week MSDP course has been developed to introduce the systematic approach to planning and group-problem-solving and the research findings published in the Reference Book and Nepalese Supplement.

The course design and materials are patterned on Coverdale programs, but have been modified for application in Nepal. The materials have undergone continuous revision and refinement based on participant feedback and staff reviews.

The course has now been conducted seven times; the last two of which were implemented by a Nepalese Course Director and staff.

The ASIP advisors and APROSC staff have made some modifications to the basic two-week course design to meet the requirements of special participant groups. These special programs have included:

- A four-day workshop to introduce senior-level HMG managers to the aims and methods of ASIP training and research;

- A follow-up seminar with former MSDP participants to review ASIP training activities, review progress on implementing back-at-work plans, and to identify additional successful practices;
- A residential MSDP course for district-level agricultural managers;
- Two joint APROSC and Ministry of Agriculture training programs for district-level managers.

The APROSC is now planning a special MSDP program for employees of the Agricultural Development Bank.

4. Training Agricultural Planners and Managers:

The primary purpose of the MSDP courses during the contract period has been to provide the APROSC trainers with structured experience in conducting ASIP training methods and activities. Since MSDP VI this initial purpose has shifted to training agricultural managers.

In the seven courses conducted since the project began, 114 participants have attended (including 28 from APROSC) representing 31 HMG offices and agencies (see Appendix 5).

5. Field Research:

A 75 page Mepalese Supplement of successful practices has been produced, based on field research carried out by the ASIP advisors, APROSC trainers, and former MSDP participants. The Supplement is introduced and copies provided to each of the MSDP participants.

6. Follow-up Consultation:

The ASIP advisors and APROSC trainers have made follow-up visits to two of the country's development regions to review progress in implementing back-at-work plans fo former MSDP participants. Most of the former participants working in the Kathmandu area have also been interviewed. Methods have been developed for recording and maintaining the data collected in the APROSC Training Division.

7. Publications:

In addition to the Nepalese Supplement and a variety of training materials, the APROSC Training Division has produced the following publications to support the training and disseminate information about MSDP and ASIP:

- Coaching Guidebook
- Course Director's Hints

- Introducing APROSC Training Division
- Management Skills Development Program
- ASIP Newsletter (monthly through 1979)

V. ASSESSMENT:

Institutional Capacity of APROSC to Organize, Design, and Conduct ASIP Training and Research on an On-going Basis:

The major requirements for a capability to continue the training and research activities introduced in the ASIP project are: (1) a staff trained and experienced in the training and research methods and knowledgeable of the needs and applications of the methods to agricultural planning and management activities in Nepal, (2) the ability, as needed, to train additional staff in the training and research methods, (3) a viable source of funding to support the training and research, (4) recognition and support for the training and research activities among HMG institutions, and (5) an interest and commitment by APROSC to continue the training and research activities.

The project has successfully trained 10 trainers who have demonstrated their capability to plan and conduct MSDP training and achieve results with only minimal outside support. The staff have demonstrated a capability to make some adaptations to the MSDP materials and course design to meet the requirements of special participant groups.

The project has successfuly developed APROSC's interest and support for ASIP training methods and activities, and APROSC has financially supported the training and encouraged the dissemination and use of the training methods within other divisions of the organization.

The skills and methods used in MSDP, particularly those emphasized in the first week, have attracted considerable interest among a number of HMG institutions, and those knowledgeable of the program regard it has having potentially widespread application.

APROSC's present capability, however, is limited to delivering a general management skills training program to mid-level personnel because:

(1) The ASIP project in Nepal has become known,within APROSC and

among HMG institutions as a general management skills training course. The training is not recognized in the context of the ASIP model as the means of disseminating products of field research to improve agricultural planning and implementation practices;

(2) While the training methods have attracted interest among HMG institutions, the program is not widely known, and the aims and applications of the training remain somewhat ambiguous;

(3) APROSC does not have a capability or a defined strategy for training additional trainers which is required now in order to replace five of the original and most experience MSDP trainers who will be away for the next 24 months for overseas study programs;

(4) The Training Division does not include senior, experienced trainers necessary to help establish the credibility of the training and attract senior HMG planners and managers to participate;

(5) Field research methods and skills have not been clearly defined and developed within the Training Division to the extent required to have a meaningful impact on agricultural planning and management practices; nor has there been developed an institutionalized means for drawing upon the existing field research skills and experience within the APROSC Technical Services Division to help in developing this capability within the Training Division;

(6) The Training Division remains a cost center in an organization that is expected to operate largely on a self-sustaining basis from contractual services.

APROSC expresses a commitment to continue MSDP training courses. In order to implement this commitment, however, it will be necessary for APROSC to formulate a long-range strategic plan for the Training Division which should include:

(1) Clarification of the aims of MSDP training. At present, there is ambiguity within APROSC and among client institutions about (a) the objectives of MSDP being personal development or applied

management development, (b) the participants being drawn from all levels and sectors of management or specific types or groups of managers.

(2) Methods for assessing client needs. The present MSDP curriculum remains general and relatively unchanged in content and assumes that it has relevance and application to most all managers.

(3) Alternative strategies for training trainers. The strategy for training the present APROSC staff is time-consuming in its approach to integrating staff training with the implementation of the MSDP courses. This approach has implications for the credibility of the trainers and does not adequately account for different levels of experience or the normal attrition of training staff.

(4) Financial support for training. During the development of the ASIP project in Nepal, APROSC has supported the training costs from its own funds. It is clear, however, the APROSC can not continue to subsidize the training even at the present level of 2-3 courses per year. The most immediate requirement is for a viable means for supporting staff costs.

Appropriateness, Relevance and Impact of ASIP Training and Research:

Interviews with former MSDP participants, their supervisors, and other HMG personnel knowledgeable of the ASIP training activities elicit a uniformily positive regard for the "systematic approach" emphasized in the first week of the course. They view this model to planning and problem-solving as simple, easily-learned and generally applicable in helping to structure administrative, management and planning tasks.

Although evidence of direct impact on planning and management of agricultural activities is less apparent, notable examples were cited by some of those interviewed. One example is the application of the "systematic approach" by a former participant to reviewing and subsequently revising a major agricultural project plan. Another example cited is the adoption by the training department of one division within the Ministry of Agriculture of some of the training methods introduced in the MSDP.

The major impact todate of the project, however, has been the dissemination of the "systematic approach" model to mid-level government personnel. In bureaucracies where there is a noticeable absence of models for basic planning and problem-solving, the "systematic approach" has provided a simple, structured methods. This, in itself, has been a significant contribution, and one that provides a legitimate base from which further and more specific assistance could be provided to improve institutional performance in planning and managing agricultural activities.

In general, however, the project has not significantly impacted on specific weaknesses or requirements of agricultural planning and management. Two primary reasons can be cited:

(1) The project has maintained an internal emphasis on training trainers in a specific methodology, with less attention given to the external requirements and applications of the training content on agricultural and management practices; and

(2) The project has not developed an integrated, formalized information/evaluation system that is necessary in order to provide the means for (a) determining skill requirments of agricultural planners and managers, (b) assessing institutional priorities for improved planning and management performance, (c) making adjustments to training content, as necessary, and (d) assessing the application and impact of training and research products on planning and management performance.

An implicit assumption of the ASIP project in Nepal has been that virtually all managers can benefit from the content of the MSDP training. The project focus, therefore, has been on developing and improving trainer performance in the ASIP methodology for delivering the content. Thus, while there is considerable evidence of on-going review and refinement of how the MSDP courses have been conducted (methodology), there is less evidence of on-going assessment of the training content with reference to participant and client institution needs, priorities, and applications.

It is an opinion of this evaluation that the external applications of the MSDP training to specific agricultural and management needs have been perceived by HMG officials as having been subordinated to an internal

project emphasis on trainer development and training methodology, and that this perception has affected their support for the training.

VI. RECOMMENDATIONS:

Although the project in Nepal has not fully tested the application and potential impact of the ASIP model on improving agricultural planning and management performance, it has begun to successfully respond to a general need for management training within HMG institutions. APROSC has expressed a commitment to continue to develop its capability to offer management training and is receptive to further assistance if it can be provided on a short-term basis. It is strongly recommended that such assistance be provided, if requested. Priority attention should be given to helping APROSC formulate a long-range strategic plan for management training that is solidly based on an assessment of training needs and priorities among HMG development institutions. This plan should include:

(1) Identification of the specific clients for the training;

(2) Unambiguous goals and outputs of the training;

(3) Realistic means for funding the training activities;

(4) Workable strategies for recruiting and training, as necessary, the staff required to implement the training activities;

(5) Methods for monitoring and evaluating the effectiveness of the training on intended participants' job performance;

(6) Means for adjusting and modifying, as necessary, the training content and methods to achieve training objectives;

(7) Appropriate means for coordinating the training APROSC elects to provide with other training programs in the country;

(8) Means for moving as quickly as possible to deliver training programs in Nepali, particularly those for district-level participants.

With reference to the dissemination of the project experience in Nepal to other countries, the following are recommended:

(1) The ASIP model, as a model, is promising and should be further tested. However, the initial emphasis should be given to field research, focusing on those high priority areas of agricultural

development as identified by host countries.

(2) Criteria for the products of field research should be established, and there is the need for more clearly specifying methods for field research which can readily be implemented by operational staff and planners as well as those specially trained in applied field research.

(3) Alternative means, in addition to formal training programs, should be identified and used for disseminating the products of field research to planners and managers to more widely and rapidly put the research findings into practice.

(4) Follow-up consultation and support is critical, both to test the applicability of the research products and to assist planners and managers implement the lesssons of past experience "on-the-job-in-the-organization." This activity has not been fully developed yet and should be a part of ASIP activities in other countries.

(5) The ASIP model requires an internal information/evaluation system which should be designed into any future country program.

(6) Consideration needs to be given to possible ways of re-indexing the Reference manual to make it a more readily useable reference for planners.

EVALUATION TEAM REPORT

AGRICULTURAL MANAGEMENT PROJECT

0209

Submitted to

United States Agency for International Development

DS/RAD, Washington, D.C.
and
USAID Mission, Cairo, Egypt

11 April 1980

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F O R E W O R D

A draft of the present report was prepared by the authors in Cairo in February/March and submitted to USAID/Cairo 19 March 1980. Upon receipt from USAID and the Ministry of Agriculture, Cairo, of their comments on that draft, the present final version was prepared; it differs from the draft in minor editorial changes but major reorganization in Chapters I, II and III, and fairly extensive change, particularly addition of detail regarding a follow-on project, in Chapter IV. This final text was prepared in the U.S. and Drs. Abdel Hamid and El-Kholei have not had an opportunity to review it prior to its submission to USAID. They should therefore not be held responsible for, or assumed to agree with any of the changes or additions that have been made, although I have no reason to think either of them would take issue with the present text in any major way.

Richard S. Roberts, Jr.
Denver, Colorado
11 April 1980

EVALUATION TEAM REPORT

AGRICULTURAL MANAGEMENT PROJECT

0209

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EVALUATION TEAM REPORT

AGRICULTURAL MANAGEMENT PROJECT

0209

Introduction

The activity under review in Egypt is part of a larger project, the "Agricultural Sector Implementation Project" (ASIP).[1] The prime objective of this overall project is,

> helping to bridge the gap between planners and farmers by improving the planning, implementation and management capabilities of those in the developing countries concerned with agricultural and rural development.
> (ASIP Summary Description)

Fundamental to the project is "the ASIP approach", the key aspects of which are

(a) identifying and communicating via "Reference Books" ways agricultural sector managers have found to deal with their major problems, and

(b) developing in rural sector managers broadly applicable management skills, through special training based on "learning by doing".

During a first phase of the project (1972-1976) the contractor (Governmental Affairs Institute, GAI), developed an extensive reference book (Manual) of "successful practices" in dealing with rural sector management problems in developing countries, practices likely to be transferable. They then "designed a course of instruction for transfering the information in the Manual, and to a lesser extent, other information

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(1) Contract No. AID/ta-C-1350

as well, to managers concerned with agricultural and rural development in developing countries." (Review of the Pilot Training Course . . . , February 26, 1976, p. 1) This six-week pilot course (PTC) was delivered to relatively senior agricultural sector officials from several countries in July - August 1976 in the U.S.

~~Two~~ months later, USAID and GAI signed a new contract under which "the ASIP approach" was to be implemented in two countries, yet to be chosen. That which was proposed was described in a "Summary Description" of the ASIP produced in November, 1976. In this document the operational model implemented in the PTC of summer, 1976, was scaled down to a three-week course plus follow-up consultancy. The content described was essentially that of the PTC, but there was half as much of it. This Summary Description introduced the concept and the program to prospective countries of application.

Egypt and Nepal were selected as implementation sites. In each country, the project was to have a field life of two years. At the end of this time there was to have been developed in each of the two participating countries "an 'in-country' capability in an indigenous organization capable of continuing the ASIP approach for training agricultural managers at appropriate levels in the identification and application of agricultural and rural development principles". (GAI/AID contract No. AID/ta-C-1350 of 9/30/76, Article I.F.)

SUMMARY AND CONCLUSIONS

I. ASIP in Egypt: Problems Addressed and Methodology

ASIP in Egypt has been organized as the Agricultural Sector Management Development Project (ASMDP) attached to, but not part of, the Training Department, Ministry of Agriculture; it is funded on an ad hoc basis.

The management problems addressed by the project were identified by the contractor (GAI) as common and basic in many countries; while they were not identified through a needs assessment in Egypt (which was to be done, but has not been), they are important, and fundamental here.

The "problems" addressed are, in fact, management weaknesses, the under-utilization by officials of their own power to reason out solutions to problems they encounter in doing their work, and relative lack of team-work with consequent under-utilization of the capabilities represented by available manpower.

ASIP methodology is relevant and appropriate in Egypt, although unfortunately it has not been applied evenly, in its entirety or in a way calculated to produce meaningful organizational results.

The basic training course has been modified very little, even experimentally, since its introduction; it has produced useful results, but with refinement could be more effective.

There is a need to strengthen those elements of the ASIP methodology that complement training; follow-up consultancy and a collection of Egyptian "successful practices" have had less attention than planned, and than needed.

The Reference Book concept has strong support among program participants. The Egyptian version was to have been developed early in the project, but has progressed very little due to lack of staff and other reasons; a consultant and a full-time staff person have been working on it since early 1980 and expect to have an Egyptian supplement to the international Reference Book by July.

ASIP methodology calls for attention to forward and backward linkages; there has been good involvement of complementary organizations in the sector, but neglect of senior management.

II. ASIP in Egypt: Project Results

The project did not achieve the results expected of it by the end of its original two year life in October, 1979; for a variety of reasons, including the expectation that significant progress toward these objectives could be made, it was extended nine months, to 31 July 1980.

The project encountered a variety of technical, administrative and budgetary problems which were eventually solved with the help of MOA and USAID; their cumulative effect on operations was significant, but less so than more fundamental sources of obstacles, among them,

- The project design was made in USA; it was Egyptianized too late, and the process began at too low a level.

- Contract focus on institutionalization has resulted in contractor focus on it in narrowly defined terms.

- Directly related is lack of focus on the possibility that it cannot be institutionalized if key people are not convinced it is worth having for the long run; little attention has been given (until recently) to whether or why it is worth institutionalizing.

- A multi-faceted project was given to a small team that does not seem to have represented until recently all of the orientations appropriate to the project.

- The project lacked from the start a staff member who fully grasped the ASIP approach, techniques and strategy, and who had sufficient (considerable) grasp of Arabic to recognize and help minimize language-related obstacles.

Top level project supervision was ineffectual; although the contractor, USAID/Washington, USAID/Cairo and the MOA all had varying forms of authority over it, the project was allowed to wander far from its chartered course without timely, decisive action being taken.

The project has a professional staff of six Egyptians who will be moderately experienced by the end of July; six more people coming up are based in the field and not officially assigned to the project, even on a part-time basis.

The staff seem to be enthusiastic believers in, and practitioners of what they are teaching, but given their limited training and experience, it would be unrealistic (and unfair) to expect them to refine the program or to develop additional staff on their own.

Momentum has developed since the October extension; the basic course has now been taught by the Egyptian staff in Arabic for the first time, and plans are being made for a first intensive intervention in a limited geographic area and at different management levels.

Approximately 200 middle managers (broadly defined) and a handful of senior managers have attended ASMDP courses.

Unfortunately, there has been no systematic assessment of the results of the ASMDP effort; anecdotal testimony (see text) suggests that the results are significant at the level of the individual official, and even for localized operations, but it is not very meaningful in the overall scheme of the agricultural sector.

Thus far the project has missed its chance to demonstrate how significant the results of the ASIP approach can be for the agricultural sector in Egypt; concentration of effort, attention to management above and below the middle level and early establishment of an evaluation system were part of plans and would have made a big difference. We support the current, belated, attention they are getting.

When the project terminates at the end of July, anticipated outputs will have been only partially generated and end-of-project status will represent limited success. The capacity developed is not likely to be one that can sustain and build itself functioning on its own, as it is now; however, it could be a useful productive part of function-specific training programs and/or of a broader management development program.

III. Agricultural Management: Approaches to Meeting its Needs

The weaknesses addressed by ASIP/ASMDP are fundamental and there are no grounds (for which we have data) on which to prioritize them.

We have not clearly identified management problems of greater importance than those on which the project has focused, but are convinced that a more promising approach would be via a comprehensive, results-oriented management development program offering ASIP training, more focused behavioral training and courses to develop specialized management skills or techniques for those in need of them.

More information about management weaknesses is needed; some of this is coming (unsystematically) in feedback from ASMDP activity and some may be available in studies done by ODM and ILO but which were not available to the evaluation team.

Some management problems in the sector are related to structural characteristics; structure does set limits to potential performance, but management is a major determinant of performance within the structurally created limits and much can be done within these limits.

For a comprehensive management development program to bring about change in organizational performance it will have to be so programmed that it creates in each organization a critical mass of like-minded managers and reaches top as well as middle and lower level managers.

IV. Implications for the Future: A Follow-on Project

We recommend that USAID and MOA undertake a systematic, results-oriented management development program for the agricultural sector.[1]

The purpose of such a project would be to use management development to improve the performance of public sector organizations serving the agricultural sector in limited target areas or systems, and to develop and institutionalize the capability of the GOE to continue the program after termination of USAID involvement.

Project strategy would involve (a) aim at developing a "critical mass" of trained managers in the target areas/systems, (b) attention to all levels of management, to interrelationships among agencies in the target areas/systems, and to participant selection and mix in all training, (c) focus on operational needs rather than theoretical educational profiles, (d) a three phase cycle of information gathering/analysis, training and consultancy/follow-up, and (e) being flexible and responsive, thus offering a comprehensive training approach as described in Chapter III.

Outputs would be a functioning, result-oriented management development system in place, a critical mass of managers at all levels of all relevant agencies in the target areas/systems having received effective, appropriate training and consultancy/follow-up, and such other outputs as are needed to produce these.

Operationally, the project would have an initial period during which staff development and planning would coincide with phase one information gathering/analysis; phase two would begin with ASIP-type training and continue with other training responsive to needs, and phase three would be follow-up and consultancy, leading into a new cycle in the target area/system in question. Different areas/systems would be

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[1] In the draft report reviewed by USAID and MOA, this chapter was essentially a collection of points the evaluation team felt should be taken into account in developing the recommended project. The preparation of this final report, following receipt of USAID and MOA feedback, has been done in the U.S. where it has not been possible to consult Drs. Abdel Hamid and El-Kholei. Attention is drawn to this fact, because Chapter IV has been extensively rewritten in the final report. While the collaborative relationship that resulted in the earlier draft has certainly influenced the present recommendations, and I have no reason to think they would take issue with them in any major way, Dr. Abdel Hamid and Dr. El-Kholei should not be held responsible for most of the detailed recommendations in this chapter until they have had an opportunity to review them. (R. Roberts)

targeted sequentially, a first cycle starting in one as a second begins in another.

Development of training materials and new courses would be an on-going activity, as would be dissemination of field information and successful practices.

Conduct of training in Arabic should be an aim of the program, though it may not be possible in all subject areas and with all levels of management from the start.

The evaluation team has no strongly held view as to the optimal organizational location of the project; it should be where it is most likely to succeed.

Project staff should include the present ASMDP staff (assuming positive results of ASMDP work the first half of 1980) and, at the start, four to six other professionals, including a project manager; the professionals recruited should have good management and/or training qualifications, leaving the project to develop one set of skills or the other, not both; project design should assume that only basic and/or commonly needed skills needs will be met by project staff, other needs to be met by local (or expatriate) consultants.

USAID level of effort would be roughly similar to that of the overall ASIP project ($0.5 million/year), plus adjustment for inflation, but would be over four to five years rather than ASIP's three; key elements would be two resident specialists, short-term consultants and participant training, with some materials, equipment, language training and locale refurbishing requirements.

MOA inputs would include staff, administrative support and budget; care should be taken to allow for items (such as participant per diem) normally charged to organization or governorate budgets but likely to be unusually large due to project efforts.

A management committee representing concerned agencies should be established.

USAID should arrange for semi-annual external technical review of the project to assess progress against plans and objectives with a long-term perspective, in addition to regular review within the Mission.

I. ASIP in Egypt: Problems Addressed and Methodology

USAID and the Egyptian Ministry of Agriculture (MOA) signed an agreement concerning the ASIP project 9 September 1977. As established in the letter of agreement of that date,

> "The objective of the ASIP in Egypt is to assist the A.R.E. to attain the institutional capacity to develop and carry out a continuing program to train middle level agricultural and rural development personnel in the ASIP approach to management.
>
> . . .
>
> "The capabity of the (MOA agency) to continue the training will constitute the institutionalization of the ASIP approach in Egypt. This will be the major criterion for the success of the project."

In October, 1977, the two-man GAI team assigned to the project in Egypt arrived in Cairo. They brought with them a course model that differed from the three-week version in the "Summary Description" in being only two weeks and in having dropped management practice and theory and much of the agricultural content of the other models. This new model is what has been applied in Egypt with only minor changes.

The project has been attached to the Training Department of the MOA since late 1978, after an initial association with the Agricultural Training Board (ATB). It is organized as the Agricultural Sector Management Development Project (ASMDP) and is not formally a part of the Training Department. ASMDP has not yet been institutionalized in terms of the MOA budget, but is financed with funds culled from anticipated under-spending of other parts of MOA, and from extra-budgetary sources controlled by MOA. This creates a degree of uncertainty as to the limit on funds available to the project, which in turn creates handicaps in terms of planning and operating, and of its effect on staff morale. Fortunately,

the project has had strong support from the First Under-Secretary of the MOA from the beginning. This has been very important in resolving problems that have arisen.

The problems addressed by ASIP in Egypt have really been those of very broad character identified by GAI as being common in many countries. While ASIP in Egypt was to identify the major agricultural/rural development management training needs in the country (as per the USAID/GOA Letter of Agreement), this has never been done. Thus, in practice, ASIP--through ASMDP--has focused on what might be described as under-utilization by officials of their own power to reason out solutions to problems they encounter in doing their work (and a tendency to wait for instructions from above, or for someone else to solve the problems), and relative lack of teamwork and consequent under-utilization of the capabilities represented by available manpower. These are not always thought of as problems, and are often not what comes to mind when one asks about management problems in the agricultural sector. However, as work habits, they are closely tied to any management task, problem, or bottleneck that arises.

Effectively taught, the skills and related attitudes ASMDP seeks to inculcate make it possible to mitigate the effect of many kinds of problems, for example by helping identify and implement ways to optimize progress with limited resources (shortage of resources is frequently identified as a big problem). They also enable officials to develop conditions conducive to solution of other problems, for example as changes in an official's performance give his boss increased confidence

in him, that confidence results in greater willingness to delegate (lack of delegation has been cited as a major problem).

In principle, the ASIP methodology relies on task-based learning and group work in the classroom, makes formal training part of a system with follow-up and experience sharing, and takes into account forward and backward linkages that are vital to implementation of plans in the agricultural sector. The methodology is both relevant and appropriate here. There is nothing to indicate that it does not fit or work in Egypt (which is not to say it cannot be improved in practice). However, the methodology has not been applied in its entirety, evenly, or in a way strategically calculated to produce measurable organizational results (at whatever level of organization). Moreover, on-going evaluation has not been such as to provide a solid base for pedagogical adjustments to try to improve effectiveness.

The basic training course can be refined to make it more effective. The training procedures have been tried numerous times with only very minor adjustment for Egypt. They have produced useful results with at least some participants, but the procedures have not been adjusted or tested to try to improve on these results. We would suggest, for example, that the course include a brief early explanation of how its aims relate to the overall management process; doing this in relatively conventional terms would help participants place it in a broader context and better explain it to others. We would also like to see a way found to relate it more closely to agriculture as in its original form (see the "Summary Description" of November, 1976) to facilitate the transfer of skills back

to the work situation; this could be done through additional agricultural "tasks" (the course may speed up in Arabic, creating time that could be so used, or a longer course may be desirable), or through the linking of the course to other, more "agricultural" training (e.g. for extension agents). More could also be done to produce "tasks" that clearly relate to Egypt, and to develop and produce training materials based on Egyptian experience to supplement the Arabic translations of imported materials.

The course is part of a system: the ASIP methodology. The activities in that system that complement the training need strengthening. The methodology calls for follow-up and consultancy work, for example; there has been less of this than planned, and less than is needed.

Another example is the Reference Book. With the training course, this was a second way ASIP was to address the broad spectrum of problems facing agricultural sector managers. Its contribution is to make available to Egyptian agricultural sector officials information about practices that have been successfully applied to overcome agricultural development problems and bottlenecks in Egypt and elsewhere in the world. The International Reference Book is available in English and was, until recently, distributed to all course participants. The two chapters considered of greatest priority/applicability have been translated into Arabic and are distributed to participants. However, the Egyptian Reference Book, which was to be prepared early in the project according to the USAID/GOA Letter of Agreement, has not been prepared and will not be completed when the project terminates. "Successful practices" are being identified, recorded, reported, filtered, clarified and classified, but slowly and far behind

the original schedule. The concept is one that is not grasped easily, and the identification and reporting process calls for many people who have grasped it to function as a widespread net. Pressure to recruit and develop training staff to meet contract requirements ("institutionalization"), difficulties in doing so, and the absence from the GAI team of anyone with strong orientation and capability for field investigation and reporting of the type needed, have all contributed to the slow progress in this area. In recent months a GAI consultant has been working on this in Egypt with a local staff person who has been available to work full time on it since early 1980. As a result, a modest Egyptian supplement to the Reference Book should be completed by July 1980. This is a key aspect of the ASIP methodology and one that meets a real need. (Of the 39 former ASIP participants responding to an evaluation team questionnaire, 31 felt there is a need for the Reference Book, 20 said they have used it, 30 wanted it translated to Arabic, and 38 felt an Egyptian version was needed.)

Finally, the ASIP methodology at a strategic level calls for attention to forward and backward linkages. In this context, this means cross-organizational linkages within the sector (suppliers of inputs, producers, processors, etc.), and vertical linkages within systems. ASIP in Egypt has involved numerous organizations in its activities, in keeping with this aspect of its strategy. However, it has made very little effort to involve senior management and none to bring in lower level management (e.g. cooperative managers). This is one more aspect of the ASIP methodology that fits Egypt, but has not really been applied here.

II. ASIP in Egypt: Project Results

The project did not achieve the results expected of it by the end of its original two-year life in October, 1979. For a variety of reasons, including the expectation that significant progress toward those objectives could be made, it has been given a nine-month extension which will terminate 31 July 1980. In the present chapter we shall very briefly identify a number of factors we believe have been fundamental sources of obstacles to project progress. We shall then turn to project outputs (which are still more fully described in Annex I) and, finally, look at "results" in terms of what the project means to the effectiveness of agricultural sector operations.

The project encountered a variety of technical, administrative and budgetary problems, as is normal with such activities. Among these were the unanticipated need to provide English language training for participants (USAID/Cairo made funding available), to supplement conventional sources of per diem for participants (the Management Committee found funding on an ad hoc basis), to have more vehicles and equipment than the budget allowed (USAID/Cairo found a solution). USAID and MOA did a good job of meeting needs, anticipated and unanticipated, sometimes rather more slowly than would have been liked, but they did meet them. (1)

The cumulative effect of coping with administrative obstacles and uncertainty can be quite significant, particularly with a small staff, and we suspect that such was the case with this project. However, even

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(1) See also Annex I, Questions 4 and 5 re USAID and MOA inputs.

without this, there are a number of fundamental sources of obstacles to project progress that would have held the project back. In particular,

- The project design was made in USA; it was Egyptianized too late, and the process began at too low a level.
- Contract focus on institutionalization has resulted in contractor focus on it in narrowly defined terms.
- Directly related is lack of focus on the possibility that it cannot be institutionalized if key people are not convinced it is worth having for the long run; little attention has been given (until recently) to whether or why it is worth institutionalizing.
- A multi-faceted project was given to a small team that does not seem to have represented until recently all of the orientations appropriate to the project.
- The project lacked from the start a staff member who fully grasped the ASIP approach, techniques and strategy, and who had sufficient (considerable) grasp of Arabic to recognize and help minimize language-related obstacles.

To these we would add the observation that overall top management supervision does not seem to have been often exercised by anyone. Although the contractor's headquarters and project director, USAID/Washington, USAID/Cairo and the MOA directly or through the Management Committee of the project all had varying forms of individual or collective authority over the project in part or in toto, it was allowed to wander far from its chartered course without decisive action being taken.

Institutionalization of the project was to be the criterion of success of the project in Egypt. This has kept project team attention very much focused on directly related matters. First among these has been recruitment and development of Egyptian staff. Current staff is small: six people. Only four of them are formally assigned to the Training Department of MOA, to which ASMDP is attached (the others being seconded from other departments). None of the present staff has any training/education in management as a general subject. Two have had some training abroad as trainers, but the others have had only what they have received on this project. And their experience in both training and agricultural management is quite limited. Thus, two of the current staff members have experience as course directors (each having directed one course); one or two more are to get such experience by 31 July. The same four have been trained and have functioned as coaches. They have also done some participant selection and follow-up work, but very little consultancy (though they will participate in some during the coming months). The two other present staff members are developing research and evaluation skills through guided practice on the job. In addition, six former participants in the Governorates have, or are now getting experience as assistant coaches; some of these should be coaching by July. In short, there are six now on the staff who will be moderately experienced by the end of July, and six more coming up, the latter based in the field and not officially assigned to the project, even on a part-time basis.

The staff seem to be enthusiastic believers in, and practitioners of what they are teaching. But the program is still very much evolving.

Because of this, adaptation, design evaluation, and development are vital functions of the program team. Given their very limited opportunity to develop knowledge and skills in training, consultancy and management, it would be unrealistic (and unfair) to expect this staff alone to cope with development of what is lacking as well as delivery of what they are now working at mastering. For essentially the same reason - their own positions on the learning curve - it is not realistic to count on this staff to effectively train additional colleagues in the near future.

However, the project has picked up momentum since its extension in October. When it ends in July, it will have made progress toward institutionalizing capability to apply at least part of the ASIP approach. True, staff capability will be limited, as will be training materials and the ability to develop them. There will have been only moderate progress in developing an Egyptian Reference Book, a vital part of the ASIP approach for which there is locally perceived need. And, the data base for assessing project impact will be weak, although indications are that it will be much better than a few months ago. But in March, the basic course was being taught by the Egyptian staff in Arabic for the first time, and the possibility of the first intensive intervention in a single geographic area and at different management levels was under serious consideration at the project. In this and other ways, increasing consideration is now being given identification and assessment of the organizational and operational significance of the training.

The capacity developed by 31 July 1980 is not likely to be one

that can sustain and build itself functioning alone as a specialized operation within the training department. However, it should be a capacity that can be a very useful, productive part of function-specific training programs (e.g. for extension workers, inspectors, etc.) and/or of a broader management development program.

Approximately two hundred officials from the MOA and related agencies have been through ASMDP training. Most of these people have been middle level managers (broadly defined); a single group of senior managers attended a course especially organized for them. The usefulness of this type of training is most meaningfully estimated by a review of the impact it has had on the work of these managers back on the job. Unfortunately, there has been no systematic assessment of the results of the ASMDP effort, and relatively little unsystematic appreciation of it. The type of results attained in individual cases is indicated by the following anecdotal examples:

- Before the course "I tried to carry everything in my head; now, I have organized telephone indexes and cards for insect control, potato production, complaints, letters for other sections - this way when I am absent from my work my general director and colleagues have access to the information - I learned from the course it is advisable to write things down."
- Before the course we often failed to get information we needed and/or got information we did not need, and often two people would collect the same information from the same place, thus duplicating the work and wasting time - now we make a plan and

clearly define our aim so that we collect only the needed information and divide up the work among ourselves so that we do not duplicate what each other is doing, thus cutting down considerably on wasted time and ensuring that we get what information we need.

- The director general who had the training recognized that most (he estimated 80%) of his time was spent signing permits (and on the related interruptions of people coming, waiting and going in and out of the office); considering his aims and his activities, he sought a way to have more time for planning and policy making - a secretary was trained to collect and classify permits requiring signatures, with the result that the time they took was cut to 15 minutes per day, freeing the Director for other managerial activities.
- A former participant obtains subordinates' participation by discussing jobs and problems with them, listening to their ideas and suggestions and allowing them to implement their own solutions. Result - subordinates are motivated and producing more work.
- After the course, the participant set aims with assistants and then allowed assistants to help obtain information, determine what has to be done and formulate a plan of action. Results - more work accomplished with positive attitudes.
- The participant used the systematic approach and successful practices from the Reference Book to develop a plan to introduce

a new crop to farmers. Result - enough farmers have planted the new crop to make an impact.

- A veterinarian reports that before the training he distributed his limited (and inadequate) supply of poultry vaccine on a first come, first served basis; after the course, he reflected on the aim of vaccine distribution and, on the basis of his technical knowledge, conceived a scheme to set priorities for vaccine distribution so as to maximize the impact in terms of disease prevention.

When supervisors of former ASMDP training participants were asked by the evaluation team (by questionnaire) what the results of the training were, eleven of thirteen questioned gave one or more examples. Most examples were very general (e.g. he makes decisions faster, makes good decisions . . .). However, some were more specific. Examples included:

- improved the administration of the secretariat and the paper flow;
- found ways to use broken equipment, and started budgeting the fertilizers for the cotton;
- reduced the inactive season so as to increase the planting season for vegetables;
- the work for which he was responsible started succeeding, and he did courses for his subordinates.

The results of the training are significant for many of the participants, and in some cases for their colleagues and their superiors. For other participants, and for those working with them, the training appears

to have had little impact. Unfortunately, the coverage, the nature and the quantity of data available from past participants is not such as to tell us even approximately what proportion of them fall in each of the above groups. We cannot prove it, but we suspect that a majority of the participants may now be applying at least some of what they learned in the ASMDP training and that this is contributing to improved performance of the organizations of which they are a part. We would expect that improved performance to be a result of increased local initiative and teamwork such that, for example, officials are coping with problems locally to attain objectives, where in the past the problems were allowed to remain as obstacles until higher authority provided instructions as to how to solve them, or until they were solved by external action.

This is significant at the level of the individual official, and even more so when he communicates his own changed attitude and approach to his immediate colleagues. It is even significant for local operations. However, it is not very meaningful in the overall scheme of the agricultural sector.

To the present time, the project has missed its chance to demonstrate just how significant the results of the ASIP approach can be for the agricultural sector in Egypt. It could have demonstrated this by much greater geographic and organizational unit concentration, by bringing into its activities officials at all levels of the selected operational areas, and by establishing evaluation data and systems from the start. Much of this was to be done, according to early project plans (see the

first six month work plan, and the "decisions" of the first meeting of the Management Committee); for reasons that remain unclear, or disputed, it was not done. However, the research and evaluation effort is now being pushed harder. In addition, there are indications that during the last four months of the project there may be a concentrated effort in one geographic region, with careful attention to all levels of management and to people who can make, or break, mutual support links both up and down individual organizations and across organizations within the sector in the chosen region. This would provide a far better test than anything to date, of the kind and significance of results the ASIP approach can produce in terms of organizational operations.

III. Agricultural Management: Approaches to Meeting its Needs

As noted earlier, ASIP has focused on under-utilisation by officials of their own power to reason out solutions to problems they encounter in their work, and relative lack of teamwork, with consequent underutilisation of the capabilities represented by available manpower. There are no grounds (for which data are available) on which to prioritize the work habits (or problems) selected for ASMDP attention. (N.B. these were chosen by ASIP from broad-based observation, not from Egypt-specific analysis.) They are fundamental, in any case. All officials can benefit from them, even without knowledge of specialized techniques of management. Those who can make use of the latter techniques (which is not everyone), and do learn them, will find appropriate work habits no less useful for effective management. Other USAID evaluators are currently interviewing Egyptian middle managers from industry who have recently had management

training in a U.S. university; they report feedback suggesting the program in question would have been more effective if it had included attention to work habits such as those addressed by ASMDP.

The evaluation team has not clearly identified management problems of greater importance than those on which the project has focused. There are other problems of considerable importance and equally broad relevance, but which can be influenced relatively little by training (e.g. the relationship between salary levels, cost of living and motivation, or problems caused by an obligation to maintain more personnel than needed). And there are problems which might be more important, but only for particular, limited, groups of people (e.g. spare parts inventory management in an equipment maintenance department). The special value of the ASIP training is due in large part to the fact that it develops skills and habits that are very much needed and are basic to all management work.

This said, we would not call the ASIP project the "key" to better performance in the agricultural sector. There is no "key"; what is needed is a combination. The optimal approach will involve training, field study and consultancy, as in the ASIP design, but will also require being prepared to offer/develop/obtain responses that fit the considerable range of needs that will be identified as one looks more closely at sector management, and as the solution of one problem uncovers another.

This broad approach to improve organizational (and sectoral) performance should ensure that basic management skills are developed. This is most effectively done through process training which aims broadly at

work habits applicable in many or most kinds of activities. This is the aim of ASIP. It is a very effective "opening wedge", a good opener and base builder for a comprehensive program, but more is needed.

There is also a need for training that is more focused but still has broad applicability. This will tend to be more oriented to developing managers' attitudes and skills than to communicating knowledge to them, and it will tend to be more behavioral than technical or quantitative. Such training could usefully focus on such areas as leadership, delegation, motivation, coordination and communication.

This comprehensive approach should also anticipate meeting needs for relatively specialized training and consultancy. In some instances it will focus on learning to understand and use somewhat specialized tools, e.g. particular planning and/or analytical techniques. In others, needs will be more job-specific, for example, dealing with practices and procedures for purchasing agents.

Determination of what specialized training can best be used, by whom and with what impact on organizational performance remains to be made. There are indicators: feedback from the ASIP project suggests that planning techniques could usefully be taught, but has not yet produced the systematic information as to who could most usefully benefit from what training in planning. We also understand that studies of management training needs in the sector have been done by the British ODM and the ILO. While the evaluation team has not had access to these studies, they (and others) are referenced in the individual report submitted to USAID by team member, Dr. Osman A. El-Kholei.

As the focus of training should vary to meet differing needs, so the training methodology and tools should fit varying training tasks; they fit if they lead effectively to the desired results. Lectures and readings are good ways to communicate information. Case studies are good for developing analytical skills in varied situations. They are also useful for developing decision-making skills, but less so than simulations in which one must live with the results of his decision (which is not normally so with case study analysis). Group work and inter-active tasks are effective for changing attitudes. Application exercises help one learn to use special tools. The mix of these techniques (and the choice of trainers skilled in their use), the combination of training with on-the-job assistance (consultancy), the mix of theory and practice, and the choice of participants, all should depend on what results are sought.

This approach is far more comprehensive than that of ASIP and offers considerable promise, but it is important to recognize the limits of any management development program. One should not expect too much, or too little. There are numerous obstacles to improved planning, implementation and management in Egypt's agricultural sector, and thus to improved performance. In many ways these obstacles are a result of the structure of the economy, the government and individual organization. Nevertheless, the knowledge, attitudes and skills of the people who staff the organizations of the agricultural sector also have a direct influence on performance. Thus, while it is true that structure to some degree sets limits to potential performance, management is a major

determinant of performance within the structurally created limits. Some ministries in Egypt are said to function more effectively and efficiently than others; if some parts of the system are more effective than others and all work within the same overall rules, then improvements must be possible within those parts working less well.

The evaluation team believes that agricultural sector performance can be improved by the sectors' managers, and that their ability and will to do so can be increased through a comprehensive management development program. However, if such a program is to avoid creating more frustration than change it will have to be carefully planned and implemented. For example, it will recognize that the knowledge, attitudes and skills of modern management must be widely shared if they are to result in a change in organizational performance. The manager who returns from training with new ideas and tools only to find himself surrounded by colleagues who are unfamiliar with the new ideas will quickly skip into old habits. It is important that enough managers be reached that they form a critical mass within the organization, a mutually supportive group big enough to initiate and sustain change.(1) It is also essential that one take into account the relative roles of different levels of involved organizations. Unless superiors are already thoroughly familiar with the management concepts to be taught to middle management, it is

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(1) CRITICAL MASS, in nuclear physics, the minimum amount of a given fissle material necessary to achieve a self-sustaining fission chain reaction under stated conditions. Its size depends on several factors, including the kind of fissle material used, its concentration and purity, and the composition and geometry of the surrounding system. Encyclopedia Britannica, 15th edition, Micropaedia, vol. III.

important that a vertical approach be adopted to avoid having trained middle managers be frustrated by superiors who do not understand or share the new ideas. Developing organizational performance through management training requires far more than opening occasional workshops and seminars to any who are interested, or are sent. Done systematically and well, it can make a big difference in the people who can improve performance within the system now, and who are most likely to produce needed changes of the system sooner or later.

IV. Implications for the Future: A Follow-on Project

We believe that much better performance can be obtained from the agricultural sector in Egypt by improving the planning, implementation and management capabilities of officials in the many organizations serving that sector. We are also convinced that a systematic, results-oriented management development program can make a major, and necessary contribution to that improvement.

This being the case, we sincerely hope that USAID and the Government of Egypt will decide to undertake such a program. Should they do so, program design should be the result of joint efforts on the part of Egyptian and foreign specialists. Both have useful inputs to make. The earlier collaboration begins, the more likely they are to be working from a common base, and common understanding.[1]

Purpose

We recommend a program whose purpose is to use management development to improve the performance of public sector organizations serving the agricultural sector. Among the possible indicators of success would be increases in degree of attainment of plan objectives, increases

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[1] Such collaboration began with the preparation of the draft of the present report in Cairo. Unfortunately, revision of that draft to take into account feedback from USAID and MOA has had to be done in Colorado without benefit of inputs from my colleagues, Dr. Abdel Hamid and Dr. El-Kholai. Changes have been very minor, or organizational, with the exception of the present chapter, which has undergone extensive modification. I have no reason to think either of my colleagues would take issue with the new text in any major way, but since they have not had a chance to review it, they should not be held responsible for any of the changes made. Their inputs and those of others likely to be involved should be sought as and when USAID and MOA decide to develop a new project. (R. Roberts)

in plant and animal production yields, decreases in losses from plant and animal disease, successful adoption of new practices (by managers and by farmers), introduction and effective acceptance of new crops and/or animals. A program aim of the GOE could be to accomplish this throughout the country in a specified period, perhaps ten years. Given the limitations on USAID commitment options, the GOE/USAID project that would be the first phase of such a program should limit its aims to specified regions (e.g. governorates) and/or activities (e.g. input distribution, a specific development project or projects, truck farming). A parallel purpose of the project (and first phase of such a program) should be the development and institutionalization of the capability to continue the program in second and subsequent phases.[1]

Strategy

Accepting changes in organizational performance as an aim implies a strategy with characteristics that would be different from those of a program seeking only to improve the knowledge or skills of individuals working in the sector. The strategy is results-oriented; what is learned is less important than the use made of it, and the impact of that use. The need for a "critical mass" of managers with a common management language, approach and tools to mutually reinforce each other in bringing about changes was described in Chapter III; it means that the strategy will require organizational and/or geographic

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1 Among the considerations to be taken into account when target regions or systems are selected are projects currently in the pipeline that may serve similar aims. The team has conflicting reports on this subject and urges that current information be sought from MOA, UNDP, ILO, IBRD and the European Development Fund.

concentration and attention to development of "critical masses" over relatively short time periods. Similarly, the results-oriented strategy will recognize that results depend on vertical linkages within an organization and horizontal linkages between organizations; this requires attention to training at different levels, to the interrelationships among agencies and to participant selection and mix in each training course. A results-oriented program must be based on current knowledge of needs--the difference between the way the system is supposed to work and the way it does work, must provide training to meet those needs, and must be prepared to assist managers in the application of new skills where such help is needed to obtain desired results. Program strategy would involve a three phase cycle:

Information gathering/analysis

Training

Consultancy/Follow-up

And finally, the program strategy would envisage a comprehensive training program, as described in Chapter III, offering very broad, basic training (of the ASIP variety), more focused behavioral training (e.g. on communications, leadership, motivation) and training in specific management techniques or tools; it would be responsive, and flexible.

Outputs

Given purpose and strategy essentially as outlined above, the project should produce the following key outputs,

a) a functioning, results-oriented management development system

in place;

b) a critical mass of managers at all levels of all relevant agencies in the target population having received effective, appropriate training and consultancy/follow-up;

c) an information gathering/analysis system focused on management practices and problems in place and used for management development planning and evaluation;

d) a means of communicating individual accomplishments and successful practices to sector managers established;

e) trainers/consultants trained;

f) local trainer/consultant roster developed with operational system for up-dating same; and

g) syllabus and materials developed for basic set of general and specialized courses.

Operations

In operational terms, staff development, the gathering and analysis of information regarding the management systems to be addressed and the development and/or gathering of training materials would be principal tasks of the first few months. This would involve Egyptian and expatriate staff developing plans, internal management procedures and field study methodology, then working closely together in the field to acquire a thorough understanding of the target systems (theory and practice), to identify points at which training/consultancy interventions appear to offer particular promise, and to plan with local senior management the training program ahead. They would also gather baseline

information against which to measure progress and from which to prepare problem-oriented teaching cases for future use. This first period should also include some short-term training for Egyptian staff in areas in which this seems desirable (e.g. training methodology, particular management subjects).

Assuming positive results from ASMDP efforts during the first half of 1980, when Egyptian staff are conducting most activities and operating in Arabic, and when a concentrated, localized effort is to be undertaken, a series of ASMDP basic courses could constitute the start of the training phase of the cycle, overlapping somewhat with the first phase to lay the foundation for subsequent training of a more specialized character.[1]

The second phase would also include more focused training for which a need was identified and plans made in phase one. It is reasonable to assume that this would include short workshops for senior management and longer ones for middle management, and that they would treat such topics as motivation, organization, communication, and leadership for most managers, and the development of technical skills in planning and other tools for managers found to be in positions in which these can be especially useful.

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1 If ASMDP efforts in the first half of 1980 do produce enccuraging results, both the training and the staff should become a part of the new effort, though we would not expect it to take a lead role. With this in mind, USAID and MOA should consider ways to provide interim backstopping to the ASMDP and to ensure that its information-gathering activities and its training continue until the new project is operational. This might be done through a consultant or consultants on a personal services basis, someone acceptable to both AID and the MOA and preferably having intimate knowledge of the project and experience with it.

As phase three of the cycle, follow-up visits to participants after training, and consultancy where indicated, would be an integral part of the program. (This would be equally true of the ASMDP training done earlier in the cycle.) One aspect of this follow-up would be identification of new problems encountered and new needs uncovered which suggest training for other managers, or in other subject matter. Another would be gathering of information on successful applications of lessons and techniques learned in training. Information collected during follow-up would be the basis on which to begin a new, and probably less intensive cycle in that target system. At the same time, a first cycle would be initiated in a new part of the organization or system, a new region or a new activity system.

On a continuing basis, once the cycles are underway, development of new training materials and of new courses to meet arising needs would be on-going. So, too, would dissemination of information from the field to spread successful practices and to give recognition to those who develop them. As the project matures, new initiatives may become possible, for example introduction of management concepts at "entry-level" training for new professionals.

In their many characteristics, the training programs should be designed to produce results. Thus, training materials should fit aims, as mentioned earlier. Sub-aims will be diverse, and similar variety in methods is to be expected. Where necessary, staff should develop skills in the various training techniques found to be desirable in view of project aims.

The possibility of some residential training should be envisaged. Particularly for a first introduction to management concepts, and also for senior management training (to get them away from persistent interruptions). For economic reasons it is not likely to be possible all the time. When it is, it ensures more intensity of training and learning, as well as more effective development of personal links among participants.

Whether residential or not, training on a decentralized basis is desirable. It not only has economic advantages, it also takes the trainers into the environment in which the participants must function. This is useful to keep trainers close to reality while in the classroom.

The conduct of training in Arabic should be an aim of the program, although it may not be possible in all subject areas and with all levels of management from the start.

Inputs and Organization

The project should be organizationally located within the agricultural sector wherever it is most likely to have the resources, support and latitude to succeed. The evaluation team has no strongly-held view as to the optimal location of such a program.

Project staff will have to possess a mix of training, consulting and field investigation ("research") capabilities, as well as the ability to organize and administer their own activities. Given that training and consultancy needs are likely to be varied and that project resources will be limited, it should be accepted from the start that basic and commonly needed skills will be represented on the staff, but

that outsiders (Egyptian or expatriates) will be used on a sub-contract or consultant basis whenever staff skills do not meet needs. (Potential local sources include NIMD and the universities.) Staff should be recruited with either the skills mentioned above or good knowledge of management principles and tools, or of agricultural management; the project can expect to have to develop training skills or management skills/knowledge, but should not have its staff start from zero in both areas. The present ASMDP staff of four with training experience (with their particular methodology) and two with research and evaluation experience can provide part of an initial staff. The ASMDP trainers should meet the training needs for their type of training in the program and its research and evaluation people should become part of the staff of the new project concerned with these functions. An additional four to six professionals should probably be envisaged, including a project manager (one of whose primary traits should be concern with operational results).

The USAID level of effort for the recommended project would be--in annual financial terms--roughly similar to that of the (overall) ASIP project, plus the impact of inflation. (The ASIP budget was $1.5 million over three years.) Two resident specialists should be programmed for the life of the project; they should bring a mix of behavioral and technical specialization in management, of training, field research and consultancy experience, and preferably of some experience related to agriculture or rural sector management. Knowledge of Arabic would be a major asset. Several person-months of consultants should also be

envisaged each ear, including some locally recruited; as early as possible the project should try to meet consultant needs from local sources.

Training materials are likely to be a relatively minor cost item; a modest library/documentation center should be established, training materials that exist and are relevant should be acquired (there is not a lot focused on agricultural management, but there is some) and funds should be available (probably in the consultant line) to develop Egyptian materials.[1] Equipment should also not be a major item. It is assumed that ASMDP vehicles and training equipment would be used by a new project. During the life of the latter, vehicles will have to be replaced in all likelihood (some were acquired used) and this should be programmed, since field work is vital to the new project. ASMDP uses little training equipment (it seems to have more than it uses), and a budget to supplement what it has should be included. Participant training will be important. It should be possible to meet most or all needs by sending staff members to short-term training programs, most of them during the off-season in Egypt. The budget should allow for each professional staff person to participate in such training more or less annually, both to develop multiple capabilities and to build in motivation.

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1 In the earlier draft of this chapter, it was suggested that consideration be given development of a simulation of the agricultural sector for training purposes. Both for what would be learned in the research on which to base it, and for the effectiveness of the "game" in training it is worth serious consideration. However, we suggest that it be put aside and brought out as a separate proposal once a new project is well under way.

It is likely that the same language problem encountered by ASIP/ ASMDP will be encountered in a new project. Funding for refresher English language training should be provided for the first year and a half of training activity, but after that Egyptian staff should be taking over in Arabic, at least at the middle management level (since it is assumed that they will have a grounding in either training or management before being recruited). If a new project is to be housed in the Barrage Training Center, as has been suggested, the budget should include some refurbishing funding.

Ministry of Agriculture inputs would include staff, administrative support and budget. In the case of personnel, allocation of support staff should take into account the fact that the productivity of professional staff depends in part of the availability of adequate support personnel. Budget should take into account the importance of field activity, which will require ample funding for fuel, drivers and staff per diem, should cover allowable staff incentive payments and overtime, and should recognize that concentrated training is likely to strain governorate per diem budgets and to require project funds for such costs. It is also important that arrangements be made to ensure adequate budget commitments for entire budget years to permit realistic planning by project management.

The project management committee involving representatives of concerned agencies is a useful concept, and should be used in a new project. However, it is important that the role and limitations of such a committee be understood by all concerned.

USAID/Cairo is encouraged to provide for periodic (semi-annual, at least the first two or three years) technical reviews of the project by someone from outside the circle of the contractor/local USAID project officer/MOA-Management Committee. The purpose of this is to bring in management expertise not involved in day-to-day activities and able to concentrate on the project for a brief period each time (say, a week) to assess progress against plans in technical terms with a long-term perspective. If possible, the same person should be used throughout the project (assuming satisfactory performance). This could be arranged via a private agency, a personal services contract with the Mission or the Bureau in AID/Washington, or an arrangement with a central services bureau in AID/W (e.g. DS/RAD).

The aim of this final chapter has been to provide the basic, or general, outline of the follow-on project which we believe should be undertaken by MOA and USAID. We are convinced that with such a project it will be possible to make public sector organizations more effective in serving the agricultural sector by developing the management knowledge, attitudes and skills of those who can improve performance <u>within</u> the system, and who can eventually bring about needed changes <u>of</u> the system.

FINAL REPORT BY THE EGYPTIAN TEAM

VISITING THE UNITED STATES

(MAY 15 to JULY 12, 1980)

FINAL REPORT

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July 8, 1980

INTRODUCTION

According to the letter of agreement between the government of Egypt and the U.S. AID/GAI/PAS, a team of four staff members of the Agriculture Sector Management Development Project [Hassan, Ragab, Hossam, Samia] have visited the United States for the purpose of attending some workshops, seminars and meetings as listed in the Itinerary Sheet.

GAI/PAS staff made all the arrangements for the Egyptian members to attend management development seminars, workshops and meetings with the most well known management associations, such as: National Training Laboratory, American Management Associates, University Associates, Michigan University, and Practical Management Associates.

GIA/PAS registered the team in these seminars and in convenient hotels in advance, which made it easy for the team to focus their efforts on the activities mentioned in the report.

The team trip was extended for about two weeks to have a final seminar with the GAI/PAS team to review the complete activities attended by the team. The purpose of this seminar was to convert the experience, knowledge and skills improved or developed during the visit into applicable activities that can be used in Egypt as a base or as samples to be expanded upon. In addition, training modules were designed that will serve the management field in Egypt.

MAY, JUNE, & JULY SCHEDULE
FOR EGYPTIAN A.S.I.P. PARTICIPANTS

MAY 16	Meeting at PAS--questions, initial orientation with proposed itinerary and seminars.
MAY 18-20	NATIONAL TRAINING LABORATORY INSTITUTE seminar, What is Organization Development? Explores the philosophy of O.D.; introduces the theory bases, literature and terminology of O.D.; illustrates types of O.D. practice and skills. Held in Arlington, VA
MAY 21-23	NATIONAL TRAINING LABORATORY INSTITUTE seminar, Skills and Technologies of Organization Development. Continuation of previous seminar, experiential activities designed to engage participants in O.D. practice. Held in Arlington, VA.
MAY 24	Meeting at PAS to begin developing methods for modifying U.S. course materials for use in ASMDP courses.
MAY 27-30	PRACTICAL MANAGEMENT ASSOCIATES seminar, Successful Middle Management. Defines Middle management roles, supervising techniques. Held in Baltimore, Maryland.
JUNE 2-6	AMERICAN MANAGEMENT ASSOCIATION seminar, Training the Trainer. Skills, techniques for new instructors. Conducting and managing programs. Video-taped practice sessions. Hassan, Hossam and Ragab attend. Held in Chicago, Illinois.
JUNE 2-6	UNIVERSITY OF MICHIGAN seminar, Managing for Performance Improvement. Applying Behavoir Modification principles. Analyzing performance problems, feedback, positive reinforcement. Samia attends. Held in Ann Arbor, Michigan.
JUNE 9-12	AMERICAN MANAGEMENT ASSOCIATES seminar, Project Management. Introduces PERT, Earned Value Theory, team building techniques, trend analysis. Held in Andover, Massachusetts.
JUNE 15-21	NATIONAL TRAINING LABORATORIES INSTITUTE seminar, Effective Styles of Leadership. Oriented towards developing individual styles in leading and developing groups, exerting influence and providing support. Held in La Jolla, California.
JUNE 24-25	Meetings at UNIVERSITY ASSOCIATES to review new training materials and techniques. San Diego, California.
June 27-July 7	Meetings at PAS to develop effective methods for utilizing U.S. course materials in ASMDP programs.
JULY 9-11	Meetings in New York with AMERICAN MANAGEMENT ASSOCIATES to review current training materials.

WASHINGTON REVIEW SEMINAR

Presented by: Public Administration Service (Facilitator: Leon Clark)

Dates: June 30 -- July 8

Aims: To help the visiting Egyptians review their training experiences in the United States and design methods of applying their experiences to training and organization development activities in Egypt.

Process: To allow maximum freedom to the participants in designing the Washington Review Seminar (and thus ensuring their commitment to it), the following open-ended task was used as the initial activity of the seminar.

Task: Plan the group's activities for the next six (6) working days.

Results of the Task:

Aims:
1. To identify the best ways to use what we have learne
2. To recall and organize the information from the courses so we can use it.
3. Share the information we do not have in common (beca we attended different courses.
4. Discuss the seminars, courses, workshops we attended and extract ideas and techniques we can apply.
5. End up with a draft report of what we did and what what we want to do in the near future.

Standards:
1. Samia will give a presentation of the seminar she attended and the other three members of the group will give a presentation of the seminar they attended so that the entire group can decide and explain why or why not to use material from these seminars.
2. Identify not less than four (4) modules and write at least one module in final form and test it before using it in training

Standards: (Cont.)

3. The draft report will include all of the points the group agrees on.

Information:

1. All members of the group have information about the courses.

2. The group also has files of materials and tap from the courses.

3. All members of the group have information abo

   a. Training and management needs in Eg

   b. Management conditions in Egypt.

   c. Training activities and training priorities in Egypt.

4. Main emphasis in the immediate future will placed on organization development and trai in Desouk.

5. Hossam will be absent all day Thursday (and Monday) and Samia will be absent for two ho on Monday.

What Has To Be Done

1.	Give presentation of courses not attended by all group members in common	Sami Raga
2.	Assign someone to write down the points that the group agrees on.	Hoss
3.	Discuss each seminar to identify what can be used of the material and techniques in the courses	Grou
4.	Record in writing the things identified in # 3 above.	Hoss
5.	Combine these things to form training modules.	Gr
6.	Agree on on least four (4) modules	Grou

What Has To Be Done (Cont.)	7. Design and write down at least one module.	Group
	8. Systematize the discussion of the courses by designing a review form.	Group
	9. Write down the draft report.	Hossam, Hassan
	10. Type the Review Forms, the modules and the draft report.	Lee, Mimi
	11. Review the What Has To Be Done list after six days.	Group

Final Review (Evaluation)

1. Presentations were given on courses not attended in common.
2. All points concerning courses agreed on by the group were recorded.
3. Each seminar was discussed and recorded on a Review Form
4. Materials and techniques that can be used in Egypt were identified and recorded on the Review Form.
5. Four modules were identified and outlined.
6. One module was designed completely and written down.
7. The draft report was written down.
8. The Review Forms, the modules and the draft report were typed.
9. The What Has To Be Done list was reviewed; all points had been covered.

Products of Washington Review Seminar

The remainder of this report consists of the materials produced in the Washington Review Seminar, namely: seven Training Course Review Forms describing all courses attended; three outlines of modules to be completed in Egypt; and one completed module ready for field testing.

TRAINING COURSE REVIEW FORM

Course Title: What Is Organization Development

Presented by: National Training Laboratory (NTL)

Dates: May 18-20

Location: Rosslyn, VA (Washington, D. C. area)

Course Aims: To develop O. D. consultants by introducing the participants to the background theory, the terminology and the actual practices of O. D.

Content: Phases of typical O. D.:

1. Entry
2. Contracting
3. Data Gathering
4. Diagnosis
5. Intervention
6. Evaluation

The course explored each of these phases.

Techniques: Lectures

Role Playing (E.g., conducting O. D. inverviews)
Role Negotiation

Group Research

Group presentations

Large-and small-group discussions

Distribution of handouts

Skills Developped/ Improved: How to analyze an organization, including:

1. Force Field Analysis
2. Interviewing
3. Group facilitating
4. Evaluating

Giving Presentations

Comparisons with ASMDP:

This course focussed more on knowledge than on skills (th reverse of ASMDP courses).

More lectures were used than in ASMDP courses.

This courses focussed on the role of one O. D. consultant as an agent of change, rather than on a whole group (7 or 8 persons) as in ASMDP.

This course was aimed at a higher level of intervention in the organization than ASMDP

Two trainers served as course directors; no coaches were used.

Similarities with ASMDP/ASIP included:

Same attitude towards human nature, e.g., people want to do a good job and are able to improve.

Emphasis on communication skills, problem solving, group work and personal growth.

Applications in Egypt:

1. Interview Techniques:

a. Pre-course interviews with participants
b. Post-course interviews with participants
c. Pre- and Post-courses interviews with bosses

2. Organizational diagnosis for:

a. Identifying training needs
b. Designing interventions in O. D. work at the M
c. Planning training workshops

3. Evaluation

a. Use of pre-course interviews for getting basel data and also as a source of course aims to be accomplished and tested at the end of the cour

b. Inclusion of bosses in determining baseline da course aims.

TRAINING COURSE REVIEW FORM

Course Title: Skills and Techniques for Organization Development

Presented by: National Training Laboratory (NTL)

Dates: May 21-23

Location Rosslyn, VA (Washington, D. C. area)

Course Aims: To develop the skills needed in O. D. (See Course # 1 for list of skill

Content: Skills practice.

Techniques: Small-group activities

Use of small group to represent one part of an organization

Role playing especially in practicing interview techniques

Practical diagnosis of problems in the group.

Use of force field analysis

Feedback exercises
Role Negotiation

Skills Developed/
Improved Organizational analysis

Interviewing

Force Field Analysis

Giving and receiving feedback

Evaluation

Comparisons with
ASMDP See Course # 1

Applications in Egypt See Course # 1

Training Course Review Form

Course Title: Successful Middle Management

Presented by: Practical Management Associates

Dates: May 28-30, 1980

Course Aims: To improve the performance of middle managers by improving their skills in (1) supervision, (2) organizational management, and (3)"opportunity management."

Content: Theory concerning the role of middle managers, the relationship between line supervisors and staff, the use of authority, and the effect management atmosphere can have on supervision

Discussion of:

- organization structure
- supervisors' duties
  - a. routine duties
  - b. pay-off duties, those that require planning, organizing, and innovating
- Management techniques for decision-making (the 15 second pause
  the use of written forms, and the use of feedback
- Follow through "training" -- pre, during, and post course
- Needs return analysis
- Management environment: causal, allowance, discouraging

Techniques: Lectures
Small- and large-group discussions
role playing
Distribution (and completing) of handouts

Skills Developed/ improved: Use of case studies

Doing needs return analysis and opportunity management

Comparison with ASMDO: More emphasis on theory and knowledge, less on developing skills
Lectures and discussions, no real tasks

Applications in Egypt: Use of role plays and case studies for managers' responsibiliti
(Use cases 2 and 3 for organizing and delegating authority)
After role play and case study, ask participants to discuss, extract lessons and offer solutions to problems

Applications in Egypt (Cont.)

Give presentations and use exercises concerning management atmosphere (causal, allowance, discouraging).

Discuss the "Follow-through training" process.

TRAINING COURSE REVIEW FORM

Course Title: Managing for Performance Improvement

Presented by: Division of Management Education "University of Michigan"

Dates: June 2-6

Location: Ann Arbor, Michigan

Course Aims: Obtain desirable behavior or performance

Eliminate undersirable behavior or performance

Maintain performance at acceptable level

Content: Some principles of behavioral management

Positive reinforcement--increases behavior

Negative reinforcement--increases behavior

Punishment—decreases behavior

Timing of reinforcement

Stimulus-response-consequences

Ways to improve your own performance:
- a. behavior analysis form
- b. banavior management form
- c. meeting agenda formats

Helping others improve performance:
- a. importance of feed-back

Techniques: Feed-back

Individual/team response

Role playing

Audio-visual aids(film).

Theory(eg. behavior analysis form, etc.)

Case Study

Questionaire

Handouts

Training Exercises

Skills Developed Improved: How to improve my performance and help others to improve their performance by using feed-back.

Comparisons with ASMDP: The course presented by five instructors following each other (the ASMDP course presented by one leader and three coaches)

The course contained both theory and practice

Role playing and case study built into the course

Applications in Egypt: Self analysis can be used as a tool to improve the behavior

Instruction bell can be as an exercise

meeting agenda time format (handout)

Short case study to develop the ability in giving feed-back

Exercise of self-control(tension and relax)

Training Course Review Form

Course Title:	Training the Trainer
Presented by:	American Management Association
Dates:	June 2-6, 1980
Location:	AMA center in Chicago
Course Aims:	To provide trainers with the skills and practice-time needed to become better trainers.
Contents:	Training methods, training manuals, introduction to the use of audio-visual aids; conference setting, practice presentations using vidio-tape and feed-back.
Skills Developed/ improved:	Presentation skills; use of questioning techniques in training; running training sessions: designing training manuals; setting training objectives; evaluating training; cost-benefit training analysis; observation and feed-back; persuation(survival case-study).
Comparison with ASMDP/ASIP:	Used only one trainer; introduced theory and practice of training trainers; both use inductive approach. The difference is that theories came before and after practice. AMA offered more written materials for trainers than ASMDP/ ASIP in training the trainer.
Applications in Egypt:	To conduct similar training seminars to help in preparing the prospective staff, and to provide relevant written material.

Training Course Review Form

Course Title: Basic Project Management

Presented By: American Management Associates

Dates: June 9-12, 1980

Course Aims: To provide managers with managerial tools for planning, scheduling, monotoring, controling, budgeting and evaluating.

Contents: going through management tools, PERT, Gantt Chart.

Technique: Mostly lectures, subgroups, case studies, and plenty of useful handouts.

Skills Developed: using PERT and Gantt Chart improved.

Comparison with ASMDP/ASIP: Use of only one trainer; more knowledge about management; lectures most of the time; using over-head projector all of the time; low participant involvement in terms of feed-back and comments.

Applications in Egypt: Using some written materials and knowledge we acquired in conducting workshops on PERT and Gantt chart. The ability to conduct special workshops on certain topics such as planning , scheduling, budgeting, controlling and evaluating for certain people who are concerned with these activities.

TRAINING COURSE REVIEW FORM

Course Title: Effective Styles of Leadership

Presented by: National Training Laboratory

Dates: June 15-21, 1980

Location: Sea Lodge(La Jolla, California).

Course Aims: To improve leadership approaches suitable for high performance systems in order to deal with complex tasks.

To establish subordinates' goals

To build a high performing team

To develop individuals.

Content: Managers ways of dealing ~~with task accomplishment~~

How the managers deal with influence nad control

How the managers relate to others

What to observe in a group(content and process), communication, decision-making, procedures

Self-oriented behavior.

Art of feed-back

Taking control in a new job

Implementing change back-at-home.

Relationship with superior, subordinates and peers after training

Dealing with resistance to change

Components of influence

Techniques: Practical and Practice

Trainer/participant tailed program

role play

Case Study

Video tape

File Chart

Films

Course group, 2 subgroups and small groups

Confrontation and feed-back

Course materials and questionaires sent before course and then used in the course

Two trainers conducted this course

Skills Developed/ Improved

Confrontation and using influence to affect others to help get the job done

Comparisons with ASMDP./ ASP

Two trainers conducted the course

The course was full-time(starts 8:30 AM to 9:30 PM, including lunch and dinner times).

The day divided into 3 periods. The morning was group development, the second was skills development and the third was for application groups.

At the end of the course the participants full Back at Work Plan

The final meeting was for confrontation among all course members (participants and course staff) through which everyone gave positive and negative feed-back and received positive and negative feed-back as well as proposals to improve his/her management style.

it was used as a vehicle to learn

Application in Egypt:

Using Adapted questionaire to assess the training needs and evaluate the training results

Using adapted back at work plan derived from the hand-outs given

Some handouts can be given to the participants about leadership

One role-play can be used (a new manager in a bad situation)

Module # 1

Title: P.E.R.T.

Aims : To help participants develop skills in:

-- Identifying necessary activities
-- Prioritizing and scheduling activities
-- Designing a network plan
-- Identifying the "critical path:
-- Estimating the most likely time for work completion

Time: Two Days

Materials: To Be Selected

Physical Setting : A room large enough to allow at least three groups of six members each to work without disturbing the others.

Process : Day 1

I Participants identify work problems and needs, and list their aims for this training.

II Planning (P.E.R.T.) as a response to participants' problems, needs, and aims.

a. Identification of problems, needs and aims that can be met by improved planning.

b. Introduction to P.E.R.T. including a discussion of definitions.

c. A series of small-group exercises in which each group will apply P.E.R.T. techniques to an actual project.

1. Develop Immediate Predecessors
2. Translate to Network
3. Time Estimating
4. Isolate Critical Path
5. Determine Early Start, Early Finish; Late Start, Late Fin

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MODULE # 2

TITLE — Improving Performance

AIMS — Participants will be able to:

1. Identify successes and weaknesses in their own performance as well as in others
2. Improve their own performance and give feedback to others to help them improve
3. Use feedback they have received from others to increase desired behavior
4. Identify positive reinforcement, negative reinforcement and punishment, and explain their effects on performance

TIME — Six Hours including breaks

Materials — To be Selected

Physical Setting — A room large enough to allow four small groups to work without disturbing other groups; moveable chairs

PROCESS

I Introduction and exercises to help participants list problems, needs and aims for this course.

II Bell exercise.

III Processing Bell exercise

Discussion of these questions:

1. What happened? Why?

2. How did you feel? What effect did this have on you performance?

3. What general principles about performance can you derive from this exercise?

(At this point the trainer may give a short present on the research evidence concerning positive reinforcement, negative reinforcement and punishme indicating how these factors influence performance

IV Case Studies

1. Individual responses
2. Small-group decisions
3. Sharing of small-group decisions in large group

PROCESS (Cont.)

V Giving and Receiving Feedback

An exercise in pairs

VI Large Group Processing of feedback exercise

1. What happened? Why?

2. How did you feel? Why?

3. General principles?

4. Applications back at work?

VII General Review

Participants refer to their aims and identify which ones have been met and how, citing specific examples of course activities that helped meet the aims.

MODULE #3

TITLE — Successful Middle Management

AIMS — To help participants:

1. Analyze the functions of different levels of management.
2. Use the 15-second pause technique as a tool to make and keep subordinates strong.
3. Explain how "causal" atmosphere, "allowance" atmosphere and "discourage" atmosphere affect the performance of subordinates.

TIME — Six hours including breaks

MATERIALS — To be selected

PHYSICAL SETTING — A room large enough to allow six small groups to work without disturbing each other

NUMBER OF PARTICIPANTS — 16-24

PROCESS

I. Introduction and exercises to help participants list problems, needs and aims for this course.

II. Exercise 1: Organization Form to be filled in by participants indicating roles of different personnel in the organization.

III. Processing of exercise.

IV. Exercise 2: Participants draw chart indicating relation lines between bosses, subordinates and peers.

V. Introduce Role Play exercise
(Use roles similar to the ones indicated in Exercise 2.)

VI. General discussion to process what happened, why, and to reach some generalizations and principles, if possible.

VII. Applications of the foregoing:

a. Individuals list applications and write back-at-work plans to improve.
b. In subgroups, individuals share their plans and identify ways to cooperate with back-at-work plans.
c. In a large group, small groups share their plans for cooperation and look for further support from other groups.

VIII Exercise 3: Question and Answer Techniques

(Participants respond by mentioning specific statements or behavior that causes, allows or discourages performance, i.e., doing the job).

IX Exercise 4: 15 Second Pause

X General discussion of workshop to (1) draw lessons and generalize and (2) evaluate the workshop in terms of the aims set in Step 1 of the Process.

MODULE #4

TITLE Organization Development

AIMS To Help Participants:

Develop organizational diagnosing skills.

Analyze their organization's structure and operations.

Give specific feedback to improve work situation.

Identify general principles for improving organizational functions.

Design a back-at-work plan to apply at least one general principle.

GROUP SIZE

A minimum of 16 and up to 24.

TIME REQUIRED

One day.

MATERIALS

I. All materials listed in the organizational role-play (attached).

II. A pencil and paper for each participant; two sets of coloring pencils; three rubber erasers; chart paper and magic markers.

III. One video tape, camera and T.V. for play-back (optional).

PHYSICAL SETTING

A room large enough for three (3) groups of five (5) members each to sit in a circle without distracting the other groups. Chairs should be moveable.

PROCESS

I Introduction and Top Problems Exercise

a. Individual participants identify (list) the problems they personally face in their organization. Put the problems in order of priority.

b. Individuals meet in small groups to (1) share their top problems and (2) chart a small-group list of problems in order of priority, based on group consensus.

c. Small groups meet in one large group to share their lists and chart a large-group list of problems in order of priority.

d. Using the final Top Problems list as a guide, the large group sets its aims for the training.

II Organizational Role-Play (Attached)

III Back-at-Work Plan

Ask the participants to think of how they can apply the lessons of the role-play to their own work situations.

a. Individuals: participants write personal back-at-work plans

b. Small groups: participants share their back-at-work plans and identify ways to cooperate with other group members in carrying out their plans.

c. Large group: small groups report on their back-at-work plans; participants look for further ways to cooperate.

IV General Review (Evaluation)

Participants refer to their charted list of course aims and identify which aims have been met and how, citing specific examples of course activities that helped meet the aims.

ORGANIZATIONAL ROLE-PLAY

AIMS

To help participants:

Develop organizational diagnosing skills

Analyze their organization's structure and operations

Give specific feedback to improve work situation

GROUP SIZE

A minimum of 16 and up to 24

TIME REQUIRED

Approximately 3 to 4 hours.

MATERIALS.

I One chart of the Organization Structure Chart. (The Chart attached here contains 24 positions; to reduce the number of participants, simply eliminate "Worker" positions from the bottom line.

II One copy of the Organization Task Instruction for the "General Director."

III One copy of the New Information Sheet for the "General Director."

IV A pencil and paper for each participant; Two sets of coloring pencils; three rubbers; chart paper and magic markers.

V One video tape, camera and T.V. for play-back. (optional).

PHYSICAL SETTING

A room large enough for three(3) groups of five(5) members each to sit in a circle without distracting the other groups. Chairs should be moveable.

PROCESS

I Display the Organization Structure Chart so all participants can see it.

II Ask participants to select their positions on the chart. Each participant takes the role of one person in the organization.

III Give the Organization Task Instruction to the "General Director" and ask him to respond to it as if he were actually the General Director, i.e., begin the process of completing the instructions.

IV After the participants have worked approximately 45 minutes on the task, give the New Information Sheet to the "General Director."

V After about 30 minutes, ask the participants to stop work on the task and begin the review process as follows:

a. Ask the "General Director" and the "Assistant Directors". to hold a management meeting. All other participants should form a circle outside the meeting and observe it. The meeting should begin with the "General Director" giving a report of what happened from his point of view. After the "General Director" is finished with his report, the "Assistant Directors" should explain what happened from their point of view.

b. Hold a second meeting with the "Supervisors" in the middle, discussing what happened from their point of view, with the other participants forming a circle outside and observing.

c. Hold a third meeting with the workers, discussing what happened from their point of view, with all other participants observing.

Each meeting should last approximately 15 minutes.

VI Conduct a general review of the role-play, i.e. process the experience.

Discuss:

a. What happened? Why?

b. How did you feel?

c. What generalizations can you form about organizational behavior? (Ask the group to chart a list of generalizations)

VARIATIONS

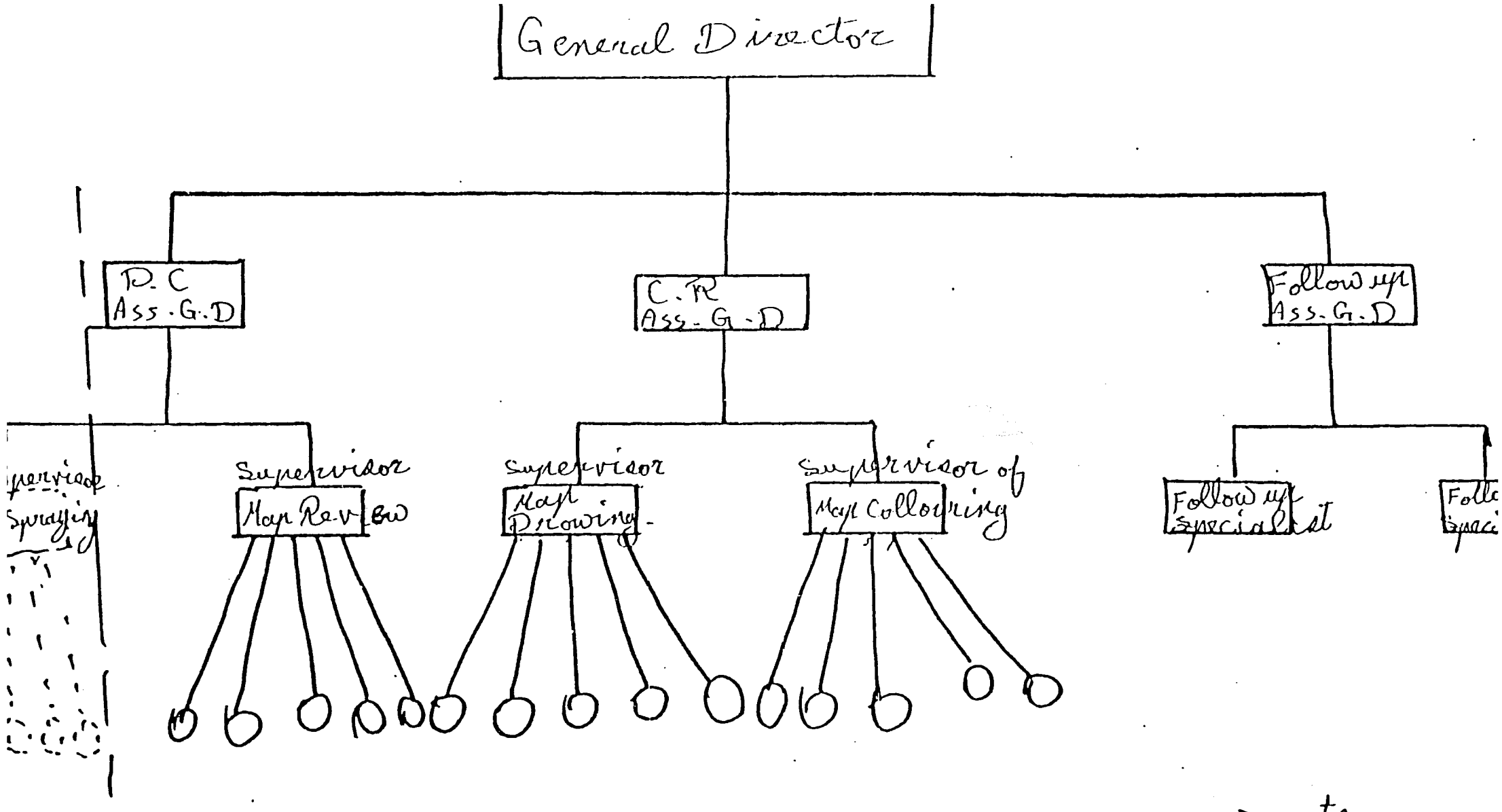
To use this role-play for extension, simply change the job titles in the organization and use the following Organization Task Instruction and New Information Sheet.Follow the same PROCESS steps above.

Organization Task Instruction

The Ministry of Agruculture has given a high priority to soya bean cultuvation. Your organization should produce motivational materials to convince farmers to grow more soya beans. You should use illustrations, either taken from magazines or drawn originally, with captions and comments to accompany the illustrations.

New Information Sheet

The Poultry Research Institute has created a new variety of chicken that produces a minimum of one egg per day for twice the number of days of other breeds. The Ministry of Agriculture has given egg production the highest priority; it takes precedence over all other goals. Therefore, your organization should produce motivational materials, including illustrations, captions, and comments, immediately.



For 24 participants

ORGANIZATION TASK INSTRUCTION

You are the "General Director" of Governorate X. You have just received the following instructions from the Undersecretary of Agriculture. Implement the instructions immediately.

From: Undersecretary

To: General Director of Governorate X

Subject: Village Maps

Your Directorate should design maps of Village 1, Village 2, Village 3, Village 4 and Village 5, illustrating the location of all crops during the current season. These maps will be used by the Pest Control Section as a baseline for their work.

NEW INFORMATION SHEET

From: Undersecretary of Agriculture

To: Governorate X

Subject: Map Design

A serious infection has broken out in Villages 11, 12, and 13. Draw maps of these villages, showing the location of all cotton. These maps should be drawn immediately and given to the pilots within one hour.

EXECUTIVE SUMMARY

The Agricultural Sector Implementation Project (ASIP) was implemented initially by Governmental Affairs Institute (GAI) and subsequently, after the merger of the two organizations, by Public Administration Service (PAS), under two contracts: AID/csd-3630 and AID/ta-C-1350. It will officially terminate on September 30, 1980.

Numerous significant achievements have been made by the ASIP. Noteworthy among these were the compilation of the Reference Book, Managing Planned Agricultural Development, with translations into French, Spanish, and Arabic, and the production of a supplement in Nepali that dealt with conditions in Nepal; Egyptian and Nepalese staffs that have conducted ASIP management training courses on their own--and who will continue to do so; some 350 trained managers in Egypt and Nepal; a follow-up post-training on-the-job consultancy program in Egypt; a series of mini-courses in management techniques in Egypt to complement the basic course, and as a result of these outputs, perhaps most significantly, an awareness in the participating countries of their own capability to mount a non-traditional effective management development program.

No project is equally successful in all its endeavors, however, and ASIP is no exception. ASIP began with a broad, ambitious workscope that may seem less capable of having been fulfilled in retrospect than in the days of its inception and spirited youth. From its early, broad R & D beginning, ASIP was narrowed down by a series of contractual amendments, AID administrative actions, and indeed by the realities of the "art of the possible" in implementation.

In practice, ASIP became primarily focused on training. Ironically, none of the ASIP principal staff were primarily trainers, up to the time when in-country implementation was well underway. The approach taken by the Project was formulated, therefore, with little experience on the part of the Project's principals that would enable them to judge fully, from a training perspective, the outcomes that might have been expected from the choices made earlier when ASIP staff were being trained and were, in turn, training others.

This led to a heavy reliance on the Coverdale training approach. That approach, fortunately, has strengths and built-in safeguards that helped ASIP achieve many of its successes. But reliance on the Coverdale approach could not provide all of the kinds of results for which the ASIP was designed. ASIP fell short in adequately melding Coverdale process with substantive research findings from the worldwide reference book. Further, there was insufficient progress in institutionalizing--or training others

in--the inductive research procedures basic to compilation of reference books. Stemming from this, the ASIP was not able to assist the Egyptian and Nepali staffs to complete country reference books. Neither was it possible to train the Egyptian and Nepali staff members to assess organizational needs and help managers solve on-the-job problems in any thorough manner, aside from the basic skills in these areas developed by managers during the training courses, and to a limited extent, from on the job follow-up, in Egypt.

Evaluations of ASIP by teams largely composed by those from outside the Project have made some valuable findings and suggestions, but have lacked thorough access to data to be able to assess and report on the activities and processes that led to the end states they observed. This report attempts to fill that gap.

Not all who worked closely with the ASIP will agree with the analysis and conclusions presented here. I would characterize all who worked with the ASIP as loyal, forthright, and dedicated to making the ASIP a success from the frame of reference that each person held. If any views or actions are misrepresented herein, I regret my errors, for which I take full responsibility.

Wayne Weiss
August 30, 1980

INTRODUCTION

The Agricultural Sector Implementation Project (ASIP) will officially terminate on September 30, 1980. The purpose of this report it to review the history of the ASIP to determine:

- In what ways the outputs of the completed project differ from what had been expected and planned for;
- What were the major lessons of success from the ASIP, and how can these be replicated; and
- What were the major problems, bottlenecks, and unproductive activities, and how can these be avoided.

Much has already been written about the ASIP, and this report will not try to summarize or reformulate information that is readily available elsewhere. When appropriate, such information may be referred to, and the relevant documents identified. The information is largely presented in the form of a dialogue, i.e., questions and answers. Many of the questions are just those that have been raised by AID officials, participants, managers, officials in developing countries, and members of evaluation teams who have assessed the ASIP's progress. Other questions are those that have been formulated by those of us who have developed, implemented, and lived with the project since 1972. Some of the information in this last category may not have been discussed publicly before. Parts of it are subject to interpretation, or are matters of opinion. Where this is so, there will be every attempt to identify and qualify such information appropriately.

ASIP: PHASES I AND II (a)

Question: What was the origin of the ASIP? Whose idea was it and why was it begun?

Answer: The idea for the ASIP came from AID's central Office of Development Administration (TA/DA). Those engaged in development during the 1960's were painfully aware that the goals for agricultural production stated in the national and sectoral plans of most developing countries were seldom met. Analyses of the disparities between planned and actual levels of production carried out by AID and other organizations indicated that ineffective management often appeared to be a critical variable in improving performance. It seemed desirable in light of this to develop projects that would yield information about the factors affecting management. To do so, William Siffin, Jack Koteen, and their colleagues formulated several centrally funded AID projects aimed at exploring management problems in development from new perspectives, and to test alternative solutions.

To develop further one approach to improving agricultural sector management, AID invited Albert Waterston to head a project. With Waterston's acceptance and the housing of the project within Governmental Afairs Institute, the ASIP was born.

Question: But had there not been a number of such projects before? In what way, if any, was the ASIP to be different?

Answer: During the 1950's and early 1960's, the dominant approaches to public administration placed heavy emphasis on "tool-centered" activities, including position classification, personnel selection, improvement of the civil service, budgeting, and financial administration. To be sure, these were all necessary activities, but they primarily served the maintenance functions of bureaucracies. One problem was that this approach was often quite separate from the substantive content of the programs they were designed to serve.[1/] Another way of putting it is that they were more oriented to improved program and administrative support than they were to the content of the program per se.

ASIP was expected to analyze the development plans of countries, to trace the action through plans, strategies, targets, policies, and policy instruments (projects and programs), to the point where services are delivered to the farmers and production takes place. This had been done in specific locations through a number of different approaches, but had not been done on a broad comparative basis. In its attempts to analyze activities in a large number of countries and to identify and recommend ways to alleviate a range of problems in plan implementation based on its research findings, the ASIP was unique.

Question: What was the scope of work of the ASIP? What major results were to be obtained?

Answer: The ASIP was to be a research and development (R&D) project. This is an extremely significant fact that at times tends to be forgotten. A major purpose already mentioned that bears repeating is that the ASIP and other similar projects were to explore problems from new perspectives and to test alternative solutions. Because of this, the wording of the original contract to implement ASIP (Contract AID/csd-3630) was very open, to facilitate the examination of alternatives. The Contract provided for explication and revision of the scope of work, allowing this to be done through a series of drafts of a concept paper that was written by Waterston and circulated within GAI and AID and to a number of specially selected external consultants who were experts in the management of agriculture and rural development.

The paper of April 10, 1973, titled The Agricultural Sector Implementation Project was submitted to AID in accordance with contract requirements. It set the prime objective of the ASIP, i.e.:

> "to help bridge the gap between planners and farmers by improving the planning, implementation and management capabilities of those in the developing countries concerned with agricultural and rural development."[2/]

This was to have been done in five phases, which follow:

1. To assemble a core of basic information for improving plan formulation and implementation and management of programs and projects.

2. To design a course of instruction to transfer this information to agricultural managers in developing countries.

3. To conduct seminars in selected countries to train teachers who would in turn teach the managers.

4. To provide consultancy services to design, conduct, and follow up on the courses in selected countries.

5. To disseminate the lessons of experience to training institutes and developing countries.[3/]

Question: There is considerable emphasis here on transfer of information to the managers (from the reference book). Was this the primary intent of the proposed training?

Answer: No. The April 10 paper clearly recognized the importance of the technical content. Section 13 of tbe paper states that:

> "...agricultural managers who take the course will learn the principles of sector planning and management...by the use of action-oriented tasks...based on on-going projects or actual experiences, or if these are not feasible, on simulated experience which approximates real-life situations as closely as possible."4/

Other sections of the paper state that tasks would provide information on technical solutions to sector planning and management problems. However, the paper was not intended to be limited to technical solutions to problems. That is why the phrase used above is, "...the principles of sector planning and management." As one who had worked many years on the problems of planning and plan implementation, Waterston knew that process, procedural and organizational problems might be at the core of any situation, and recognized that managers must have tools for dealing with this aspect, as well as what might be regarded as technical. The paper went on to say that:

> "...the Project will give particular attention in its consultancy activities to institutional, organizational, and administrative reforms required to improve the capacity of institutions to organize and manage agricultural and rural development."5/

Question: Remembering that the ASIP was to be an R & D project, and that it was still in its early phases, perhaps one should ask if the emphasis on the statements in the April 10, 1973 paper remained constant throughout the rest of the Project.

Answer: That would be an appropriate question. The April 10 paper remained the document most fully setting forth the proposed scope and intent of the ASIP until the writing of the "Summary Description" paper of November, 1976. Between these two dates the ASIP had changed in a number of ways. What was sought was a way to give managers practice in developing the skills they needed to implement plans through projects and programs. This focus had resulted from the realization that within the scope of the ASIP, it would be manifestly impossible to train all of the officials from the level of ministers downwards through those who were in direct contact with the farmers. Through a series of discussions between GAI and AID, the scope of the Project had been narrowed to include middle-level and some senior-level managers in planning units and line ministries.

Secondly, the training approach had been more fully developed. A limited comparison had been made of different approaches to training. Based on this, the approach that seemed to offer the best results was

the inductive approach of the Coverdale Organisation of London, England, which was compatible with the approach used in the ASIP inductive research. Following their participation in Coverdale courses, the principal ASIP staff members agreed that it seemed possible and desirable to combine the Coverdale approach to training in the application of general management principles with the substantive findings from ASIP research. This was hoped to yield substantive tasks that embodied managerial principles, thus improving the skills of managers who would take ASIP training in both the management and substantive areas.

Question: The next job, then, was to undertake Phase II, to design a course of instruction to transfer the information to managers?

Answer: Yes. During 1974 and 1975, some forty tasks were designed in an attempt to combine the process and substantive elements. There was no guidance to be found for this, as we knew of no one who had successfully completed such a task before. With the help of Coverdale consultants, the ASIP staff designed a Pilot Training Course (PTC), to be the primary vehicle for testing the combined approach, which came to be called the ASIP approach. The tasks and approach were tested in July and August, 1975. An independent evaluation rated both the reference book and the training approach favorably. A follow-up questionnaire sent to the PTC participants some four months after completion of their training showed that they were all using lessons learned from the training, and that they thought their management was improved as a result of it. Several of them had conducted training for their employees based on the PTC. More significantly, the team from Guyana, which was headed by the Principal Agricultural Officer for Planning, had recommended to the Guyanese Minister of Agriculture that ASIP training should be conducted in country. The Minister, through the AID Mission Director in Georgetown, asked that Guyana be selected as the first country for implementation of ASIP training.

Question: So Phase II of the Project had been completed satisfactorily, and the Coverdale and ASIP training had been melded to create the desired new training approach?

Answer: We thought so. Of course, we were not 100% satisfied with all of the training tasks, and realized that some revision in wording would be needed, that many new tasks would have to be created to meet specific needs in the countries that were chosen for training, and that a more systematic application of Coverdale coaching techniques should be made. These seemed to be soluable problems, however. If the training had been taken to selected countries at this point, the two approaches might have been melded. Unfortunately, political problems between the U.S. and Guyana made it impossible to take the Project there as planned. For the next 14 months, the ASIP staff was engaged in revising the reference book and the training materials and approach, as mutually agreed to by AID and GAI, out of necessity due to a number of problems which made it impossible to take the ASIP first to Guyana, then to Pakistan. The period from September,

1975 to October, 1976 therefore became a time of review and revision preparatory to field-testing the ASIP.

But revision of the training approach did not stop at this point. In fact, it continued after the ASIP staff had been recruited under the new contract, and it took what seemed to some a surprising turn. The approach used in the PTC came to be regarded as unsatisfactory because it did not meet all of the learning requirements. In effect, it was rejected, and the tasks adopted in its place were much more like Coverdale tasks.

Question: Why was this done?

Answer: In Coverdale training, each task requires a group of participants to attempt to complete an actual job. The content of the job itself--unless by accident--is not related to the actual work of the participants. Tasks become the vehicles through which people in work groups can practice different management approaches, usually of their own choosing, to fulfill the aims of the course. These general aims apply to all Coverdale courses:

- To improve further ability to get things done in cooperation with other people;
- To become more aware of one's own, and other people's skills and abilities;
- To improve further one's own ability to learn from experience.

To summarize, the salient features of the Coverdale approach include:

- The application of social science hypotheses and theories through a tested set of training tasks;
- A methodology based on people carrying out actual tasks (jobs) in which they have the opportunity to apply management principles, and to choose approaches that work best for them--not what someone else says <u>should</u> work;
- Coverdale coaches and course directors with considerable experience in having used the Coverdale approach numerous times with fairly diverse groups of people;
- Learning aims set for each day and indeed for each activity, so that it is possible to know when a group is "off track", i.e., when skills are not being developed on a schedule that will yield attainment of course aims.

In short, Coverdale training is a system developed and tested over many years, containing powerful concepts and tools. ASIP training as used during the PTC, by comparison, did not allow participants to complete actual jobs in a true learning-by-doing mode. For example, consider the PTC task, "Suggest a strategy or strategies for implementing a development objective for your countries which should give primary emphasis to improved income distribution among small farmers."

This kind of task, it is true, enabled participants to increase their knowledge, and to a degree to build some skills useful in management. But it was obviously not possible, in the training course, for participants to develop an actual strategy. Further, some of the managers were not responsible, in their own jobs, for developing such a strategy. The PTC tasks were therefore in the nature of simulations requiring participants, in some cases, to role-play, i.e., to act in a manner other than they would in their own jobs, and to make assumptions about data that could not be tested during the actual task. The viability of the participants' responses could also not be tested, but only speculated upon.

Question: Yet the Evaluation Team Report of April, 1980, assessing ASIP operations in Egypt called for a return agricultural tasks in the original form. Are you suggesting this should not be done?

Answer: In my opinion, that would be a mistake. The Evaluation Team, unfortunately, did not talk to anyone who was directly involved in the PTC, and made some incorrect conclusions based on partial information. However, their intent was good, and further exploration along the lines they suggested may be fruitful. There is a need to re-examine the tasks used in the PTC, and to see what can be done to adapt them for use in actual situations in the field. It is indeed likely that a number of them can be used in field training situations. But, they need to incorporate an actual learning-by-doing approach and to incorporate more actual data gathered in cooperation with people in the countries involved.

The training as actually used in Egypt and Nepal also requires further revision and incorporation of more agricultural subject matter. Too much of the field training is still based on Coverdale tasks that have been modified only slightly. The approach is valid, but the training vehicles—the tasks--require further adaptation to identified needs in the countries involved.

Question: Are you saying that the ASIP training in the field was a reproduction of the Coverdale approach?

Answer: No, one should not have that impression, as it falls far short of the reality. Much more was done by ASIP in the field. In Egypt, for example, special training modules were designed and applied in two and three-day workshops for people who had been through the basic training course. Further, individual follow-up consultancy was undertaken for most

of the people who had taken the course. Finally, at the time of the last evaluations in Egypt and Nepal, trainers from those countries had not yet completed training courses in the U.S. and elsewhere. Having worked with the Egyptian staff during their training in the U.S., I am convinced that they will be able to make further modifications to the training, and to use more data locally obtained to customize the training for Egyptian needs.

In Nepal, a good beginning has been made on gathering successful practices and incorporating them in a supplement to the reference book. This can also serve as information to improve the training course and to base it more on Nepali experience.

Question: Do the Egyptian and Nepali training staff have the experience to modify the training courses?

Answer: One is seldom as completely prepared as he would like to be. But in both countries the staffs have sufficient experience to make and test modifications based on local experience and needs. In doing so, they will be breaking some new ground--but they have the capability to do this.

What they do not have is sufficient training in the research method. The follow-on project in Egypt provides for assistance and a continuing focus on research. I would recommend that those responsible for administration of the research effort in Egypt review and draw on the ASIP research method wherever possible, as it is a very strong tool and will go far in furthering the cycle of identifying successful practices from within the country and incorporation of these practices in training materials.

As noted in the Nepal final report, there has been a steady request for APROSC to modify the MSDP course to meet the needs of particular institutions and agricultural sub-sectors. That may be difficult to do based on the training received through the ASIP. Before the course and materials can be modified to meet the needs of specific organizations, there must be a needs assessment of those organizations. ASIP training provided to the Egyptian and Nepali staffs in organizational consulting and assessment of problems within the organizations was minimal. As indicated, this is an area in which ASIP did not do its best work. It is likely that further training will be needed by the staff in Nepal to carry out this task.

Question: Contract AID/ta-C-1350 calls for PAS to recommend cost-effective means of disseminating the lessons from the ASIP. How can this be done?

Answer: Much of that question has already been dealt with. Specifically, the amendment providing for dissemination required: translation and reproduction of reference books in French and Spanish, production of the dissemination document and its wide distribution, and the holding of

seminars in cooperation with interested Missions. These activities are either underway or completed. Secondly, the reference book has been translated into Arabic. It is assumed that Arabic-speaking officials in countries outside of Egypt may have access to copies of the Arabic reference book. Seminars are scheduled with Missions that have expressed interest.

But there is another facet to the question, and that is to explore and define what indeed are the lessons from the ASIP. That is a question with several sides, and each should be discussed separately.

Lessons From The ASIP

Phase I: Assembly of a core of basic information about how to better the formulation, implementation, and management of plans, programs and projects for the agricultural and rural sectors.

Lessons learned:

1. Few people, if any, were fully aware at the outset, of the amount of work that would be required in Phase I. Indeed, the original contract made no mention of the production of reference books (RB), and assumed that a "preliminary analysis" of critical factors affecting plan implementation could be conducted in eight months. Instead, compilation of the RB required more than three years.

   To those familiar with the requirements of a rigorous inductive research procedure, this miscalculation in the time required is not surprising. This kind of research is time consuming--and therefore expensive, and demanding--and therefore few people do it well. It is contrary to the critical, i.e., analytical approach that most people learn in academic and professional pursuits. On the other hand, the data yielded are of a different nature, and deal with what has actually been tested and proven in field use. The product of this research tends to be synthetic rather than analytic. There is greater probability that what has worked (in the management of agricultural and rural development) in a number of developing countries will also work elsewhere when the necessary social, political, economic, geographic and other factors are taken into account, i.e., when the approach has been "customized" for each country, and possibly for areas within each country.

The ASIP research experience should be considered by AID when AID is assessing the kind of product desired in future R & D projects and the process and procedures that are likely to get the desired results.

2. The general or worldwide reference book met contractual requirements and provides a broad analysis of factors affecting plan formulation through implementation, including objectives, target setting, strategies, policies and policy instruments (programs and projects, sub-sector and regional plans, etc.).

3. At the time the RB was written, the target audience for ASIP implementation, i.e., in-country management development, had not been defined. The group eventually selected was middle-level managers. Most of the RB does not apply to their work. The first half of the RB has not been used in the cooperating countries. Yet there seems to be much of worth in the RB. It has been widely requested by officials in LDC governments, by academic and professionals in universities and developmental organizations, and others, who have spoken highly of it. It might well be worth AID's time to explore how the RB could be more completely utilized. Some possibilities would include: editing the RB and issuing it in summary form; a series of papers based on RB findings to see how they can be applied to other AID projects, etc. In addition, continuing monitoring of the degree to which the translated, multi-volume Spanish, French, and Arabic RB versions are used would be helpful in determining the best approach for future changes in the RB, should any be desired.

4. The RB was compiled almost entirely from secondary and tertiary sources, i.e., from documents. No data were incorporated from direct field assessment of programs and projects. Personally checking some of the outstanding projects and programs cited, and exploring and reporting on them in greater depth might have made the RB seem more authentic and provided the depth of information for preparing tasks and case studies that would be closer to actual situations. At a minimum, field analysis would have provided a needed check on the reliability of data used.

In sum, the RB contains much potentially useful information not readily available elsewhere that, with a relatively small but well-defined effort could yield beneficial results for AID projects. But, as far as

is known, AID has no plans to analyze this data and to put to use the most applicable findings. The planned seminars do not include analysis of RB findings. AID should look into how this data can be used.

Phase II: The design of a course in instruction to transfer this information to agricultural managers in developing countries.

Lessons learned:

1. Through Phases I and II, the ASIP staff had no professional trainers. Assigned the job of developing a method for transferring the information (from the RB) to managers, the ASIP staff had to approach the task less than well equipped. Although some training approaches were examined, such as that of NTL, no thorough assessment of the relative merits of a variety of potentially useful approaches was made. In this area, the inductive research approach was not applied as effectively as it had been to the substantive areas.

2. In many respects, the choice of the Coverdale Organisation proved fortuitous. The Coverdale inductive learning approach was indeed compatible, for the most part, with the ASIP inductive research method. No single training approach, however, can provide all that is needed to make a project like the ASIP fully effective. ASIP did not assess the Coverdale fully for reasons given above. This led to a training design and program that did not meet all of the client organizations' needs during implementation.

   Warnings about this potential danger, such as that provided by Mr. Charles Kieffer, who evaluated the PTC, were not recognized as serious, and hence were not followed up on. (See Source #4, pages N8 & N16.)

3. The very strength and systematic authority of the long-tested and continuously improved Coverdale approach tended to supplant the young and relatively untested ASIP approach. No true meld of substantive (ASIP) and process (Coverdale) training was developed, leading to a heavier than desirable reliance on Coverdale tasks, slightly modified, in the field.

4. For a variety of reasons, it was only possible during the last year of the Project to complement the Coverdale/ASIP approach, as conceived earlier, with the infusion of some training techniques that experience had shown to be desirable and that had been

requested in Egypt. This includes methods in needs assessment and organizational diagnosis covered during the training of the Egyptian staff in the U.S. This additional training will enable the Egyptian ASMDP staff to make further refinements in the training program and to modify it to meet Egyptian needs more fully.

5. It was, in my opinion, an error to see the ASIP approach as an ideal type distinct from all other approaches. The ASIP would have been better served by first determining the problems in each country that had to be dealt with, and, in cooperation with the MSDP staff (Nepal) and the ASMDP staff (Egypt) to have used an array of training and OD approaches and techniques to meet an array of management problems. This need not have been a departure from the ASIP approach, which was eclectic and drew from many sources during the research phase. Why not, then, during the training phase? The central principles could certainly have been kept to guide the overall effort.

6. Despite these and other shortcomings, it is fair to conclude that the ASIP training in Nepal and Egypt is the best of its type to have ever been implemented. This has also been attested to by those trained and by some of the independent evaluators.

7. For the future, the general management training, including concentration on the basic two-week ASIP course, should remain at the core of agricultural/RD management training. During the second week of the course, however, there should be much more concentration on Ag/RD based tasks drawn from actual problems in the countries of training. It might also be useful to experiment to see if the desired results during the first week can be achieved in a shorter period. Both the FAO and the World Bank have made modifications of this type, and these should be examined, as well as other examples of note, such as that developed at the Bangladesh Rural Advancement Committee (BRAC).

Phase III: The conduct of seminars in selected institutes in developing countries for training teachers who will teach the course to agricultural managers.

trainers were selected by APROSC, not by ASIP. Further, the quick selection and assignment of qualified trainers in Nepal allowed ASIP to be implemented much more rapidly there than in Egypt. The lesson, I believe, is that if criteria for trainers are defined well, and the cooperating institution does its best to meet those criteria by assigning qualified people, the consequences for the project need not be adverse.

Phase IV: The provision of consultancy services in setting up, conducting, and following up on the course in selected developing countries.

Lessons learned:

1. There is a dichotomy inherent in the implementation of development projects. Adherents of the "let's get it done" school believe that the U.S. staff should plan and carry out the project. On the other side are those who believe the role of expatriates should be that of advisors, encouragers, facilitators--who assist cooperating country staff to plan and do the job. The ASIP clearly was in the area of the latter kind of project. But the idea that the U.S. staff should be primarily advisors was difficult to implement in Egypt, where problems during the first year caused significant delays. The lesson here, enunciated many times elsewhere, is that until the cooperating country "buys into" the project and makes it its own, satisfactory progress is extremely unlikely during the project, and sustained subsequent gains are impossible.

   With the transfer for responsibility for the follow-on project in the hands of USAID/Cairo, perhaps a truly collegial management style for the project will be possible. Certainly, if the ASIP approach is to take root there and to be a significant factor in the longer run, the Egyptians will have to feel that the project is their own. That will only happen if they are integrally involved in the planning and management of the project from the start.

2. In both Nepal and Egypt, there have been requests for specialized courses. The ASIP basic two-week course is not very well designed to meet that need. Before such courses can be run effectively, the staffs will need further training and experience in organizational diagnosis and consulting. In planning for specialized courses, there should be cognizance of this pre-requisite need for increased skills in both consulting and the acquisition of a more diversified kit of training tools.

Lessons learned:

1. The first lesson was that the approach as stated in 1973 would have to be modified considerably. The idea of "seminars" and "teachers" was of course displaced by "learning-by-doing" and "coaches". Given a choice of one or the other, the latter was far and away superior. Seminars per se were not excluded; they were run in both Egypt and Nepal to inform and gain support from senior officials. As a device for training trainers, however, seminars are not appropriate as the major medium when the objective is for the trainers subsequently to help managers increase their skills.

2. Secondly, the idea of teaching "the course" needs to be examined. Courses must be alive to continue to stay meaningful. That there is one course equally applicable in all times and places is questionable. To "teach" managers, i.e., to help them increase their ability to manage more effectively in the conditions they normally encounter requires several things. Attachment 1, Needs Assessment and Evaluation, describes a sequence of activities that makes up the training cycle of Pre-Course, In-Course, and Post-Course events. Its design includes an assessment of the conditions affecting each group of potential trainees, i.e., the factors affecting a person filling a job in an organization.

   There is no doubt that portions of the ASIP training developed in Egypt and Nepal could be used to train both trainers and managers on a continuing basis. But that all of it, or substantially all, could fit all situations is not realistic to expect.

3. There was too much emphasis on the objectives of the training during ASIP implementation and too little attention to the needs and objectives of the participants and their organizations. This is a specific example of teaching aims vs. learning aims, and of producer concerns vs. consumer concerns. The approach that looks primarily inward to its own aims will soon become moribund. True vitality exists where the approach is continually modified to meet real world needs based on experience.

4. One tenet of the ASIP approach held that ASIP must run courses in each country to select trainers from among the best qualified participants. Experience shows that the general quality of the trainers in Nepal was equal to that of those chosen in Egypt. Yet in Nepal the

FOOTNOTES

1. According to Siffin, the "tool-centered approach," to a considerable extent, "better served the maintenance needs of the recipients than their developmental needs." William J. Siffin, Two Decades of Public Administration in Developing Countries: An American's View." Indiana University, 1974.

2. Albert Waterston, "The Agricultural Sector Implementation Project," April 10, 1973, P. 1.

3. Ibid., p.p. 1, 2.

4. Ibid., p.p. 15, 16.

5. Ibid., p. 23.

Attachment 1

TRAINING ANALYSIS

Needs Assessment and Evaluation

Pre-Course Activities

1. Administer a training needs questionnaire to would-be trainees.

2. Administer the same questionnaire to the supervisors of the trainees.

3. Conduct a functional job analysis, with both the trainees and the supervisors, to determine:

    a. if the perceived training needs of the trainees and the supervisors are related to specific work tasks; and

    b. if training is in fact the solution to identified performance discrepancies

4. Evaluate questionnaires and job analysis data, and set training objectives.

5. Share the training objectives with the trainees and the supervisors to gain their concurrance.

    (At this point the training course itself must be designed, based on the needs that have been identified. The process of course design is a separate issue and lies beyond the scope of this outline.)

In-Course Activities

1. Prior to each training activity, or series of activities, indicate to the trainees which objective the activities are designed to serve.

2. At the end of each training segment (a series of activities aimed at a particular objective) ask the trainees to review the training activities and relate them to the training objective.

3. After each review, ask the trainees to write at least on performance (behavioral) objective for back at work that will call upon the skills they have just developed. (Do not wait until the end of the course to have trainees write their objectives; do it periodically throughout the course).

4. Collect a copy of each trainee's list of performance objectives at the end of the course for use in follow-up seminars.

5. As the final activity of the course, ask each trainee to complete a course evaluation form.

Post-Course Activities

2. Meet with the supervisors to share with them:

   a. an outline of the course content;

   b. the findings of the course evaluations; and

   c. the back-at-work objectives of the trainees.

      (The purpose of sharing the trainees' objectives with their supervisors is to enlist the support of the supervisors and the organization in general in pursuing these objectives. However, this sharing can be problematic, especially if one of the trainee's objectives is to change the behavior of a supervisor. At the same time, trainees should feel uninhibited in writing their objectives. Hence it is a good idea if you ask trainees to indicate which of their objectives they would want to share with their supervisors).

   Meet with the trainees, preferably in small groups, for one or two days about three to six months after the course to:

   a. appraise their success in achieving the objectives they set during the course;

   b. collect data that might indicate increased organizational efficiency or productivity; and

   c. practice skills developed in the course that can further help the trainees achieve their objectives.

3. Share the findings of the follow-up sessions with the supervisors, indicating the progress made by the trainees in implementing their objectives and the benefits derived by the organization as a result

4. Publicize the success of the trainees in organizational newsletters magazines, memos and meetings.

5. Use all of these post-course activities as a source of information for improving future training programs.

Skills Developed in Training Analysis Sequence

1. Assessing training needs (with both would-be participants and their supervisors).
2. Assessing organizational needs, or more precisely, assessing functional job requirements.
3. Setting training objectives on the basis of needs assessment (in 1 and 2 above).
4. Designing a training course to meet specific objectives.
5. Conducting a training course.
6. Evaluating a training course (in terms of course objectives).
7. Conducting follow-up seminars (based on course evaluation and new needs assessment of participants).
8. Evaluating training effectiveness (in terms of trainee performance and impact on organization).

MAJOR REFERENCE DOCUMENTS

AGRICULTURAL SECTOR IMPLEMENTATION PROJECT

1. Contract AID/csd-3630, as amended.

2. Albert Waterston, The Agricultural Sector Implementation Project, April 10, 1973.

3. Albert Waterston, The ASIP: A Summary Description, November, 1976.

4. ASIP staff, A Review of the Pilot Training Course, revised edition, February, 1977.

5. Contract AID/ta-C-1350, as amended.

6. Criteria for Selection of Countries for ASIP Implementation (undated).

7. Albert Waterston, Wayne Weiss, John Wilson, Managing Planned Agricultural Development.

8. Evaluation of ASIP: Egypt, December, 1978 and April, 1980;
   Nepal, January, 1979 and February, 1980.

9. Wayne Weiss, The ASIP Method for Inductive Research of Documents, July, 1980.

10. The Egyptian ASMDP staff, Report on U.S. Training, July, 1980.

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PROBLEMS IDENTIFIED

(Dominican Republic)

1. Lack of training in administrative functions.
2. Regional offices do not work together.
3. Lack of personal and monetary incentives resulting in a lack of qualified personnel.
4. Administrative system lacks a global perspective.
5. The direct beneficiaries are not participating in the decision-making process.
6. Lack of any legal authority that would integrate the agricultural/livestock sectors with other agencies involved with agriculture.
7. No coordination at village level.
8. Lack of any coherence in the labor policies of development projects undertaken in the D.R.
9. No defined methodology for the transfer of technology.
10. Lack of financial/human resources to conduct social/economic research.
11. Lack of Sector and National communication (between Agriculture and Planning, between the agricultural agencies, between departments within institutions, between the Central Office of Agriculture and all regional offices.)
12. Lack of field follow-up, and a deficiency in program and project evaluation.
13. Priority given to project activity and not to the development goals (of the country).
14. Those responsible for financial resources have low management capacity.
15. System of distributing resources is inadequate.
16. Lack of knowledge concerning the administrative process in the Ministry of Agriculture.

STRATEGIES DEVISED TO ADDRESS PROBLEMS
ON WHICH PARTICIPANTS DECIDED TO FOCUS

(Dominican Republic)

Problem: Administrative System lacks a comprehensive focus.

Strategy:

- Define the functions of all private sector institutions so that they correspond to the development policy.
- Bring about the legal integration of the Agriculture-Livestock Sector which will result in coordinated planning.
- Outline the positions and levels of responsibility as mechanisms for control and follow-up.
- Facilitate the functions of the agencies under the law.

Problem: Lack of Sector and National Communication.

Strategy:

- Set up training programs to strengthen the process of integration and communication among different levels of institutions at budget preparation time.
- Joint discussion on the measures, or an evaluation of the measures that have been carried out, in order to maintain an effective follow-up for the preparation of a joint program that will prevent problems of communication.
- Promote the legislation for the National Council of Agriculture and provide for evaluation of regional councils as a way of obviating administrative and communication problems among the different levels.

Problem: Lack of incentives.

Strategy:

- Create a merit system.
- Improve logistical support for development activities at the village level.

- Involve technicians in the decision-making process.
- Establish criteria for salary level of village workers.
- Improve the selection of personnel (both within and outside the institution).
- Set up orientation programs on the work areas the technicians will be assigned to.
- Establish a work group to design a personnel evaluation system.
- Design a training program.

Problem: Lack of training in Administrative functions.

Factors bearing on this:

- Public administration functions are not clearly defined, especially in terms of development plans.
- The amount of human resources, physical plants and funds available for training in this area are not known.
- No real knowledge about the "low administrative capacity."
- No uniformity in public administration due to different academic approaches.
- High mobility, due to disorganization in the public sector and in the carrying out of duties.

Strategy: Phase I

- Strengthen the present administration.
- Make available the resources necessary for training of personnel. (Personnel, facilities and money.)
- Adaptation in defining present jobs and moving personnel to match those jobs.

Phase II

- Develop plans to carry out strategies outlined in Phase I.

SUMMARIES OF EVALUATIONS BY
PARTICIPANTS OF THE WORKSHOP

(Dominican Republic)

- The seminar caused many high-level technicians to think about a subject that's received relatively little attention in the Dominican Republic.
- It helped define local management problems.
- It was particularly useful in providing a forum for the exchange of ideas and experiences.
- The most useful was learning about the management training that took place or is taking place, in Jamaica, Indonesia, Egypt and Ghana.
- The open participation of everyone can be very useful to all those interested in using this workshop method in their own offices. We all must act as development agents in our professional posts in order to come up with answers to very real problems.
- Favourable impression as it dealt with a subject that in the Dominican Republic is often forgotten, and that is Administration.
- Most interesting was the logical system of carrying out projects.
- Due to our work routine, we lose sight of how to deal with problems that affect us daily. The workshop allowed us opportunities to reflect on those problems.
- The workshop was very interesting; I received something of a shock as I never thought I could learn so much in a day and a half.
- Most interesting part was the problem identification and the existing possible solutions.
- The most interesting part was the group discussions about the administrative problems that affect the agricultural sector.
- In the plenary sessions we all came together to see the problems affecting us and this could be a point of departure for designing a management training program.
- It was totally different from what I was invited to expect. Nevertheless, I can frankly say that the workshop was extremely interesting and allowed an opportunity to hear and discuss problems that, due to the demands of our work, we don't usually have time for.

- Gave us an opportunity to consider alternative solutions to problems of development.

- Knowledge of various ways that programs of public administration were being carried out.

- The most interesting part for me was that it brought together people in responsible positions who, in one way or another, can do something about the problems identified.

- Well organized workshop that dealt with problems of management which although recognized, are not usually given necessary consideration.

REPUBLIC OF LIBERIA
MINISTRY OF AGRICULTURE

LIBERIA'S AGRICULTURAL DEVELOPMENT: POLICY AND ORGANIZATIONAL STRUCTURE

CHAPTER THREE

POLICY AND OBJECTIVES FOR AGRICULTURAL DEVELOPMENT

An implicit mission of the Ministry of Agriculture is to further and support National Development through an effective agricultural development program. Basic policies in support of this mission are as follows:

1) The Ministry will pursue agricultural development within a framework that permits maximum effective coordination with other Agencies of Government relating to all facets of rural development.

2) The Ministry will seek active participation of all Liberian farm people in the development process. Development activities will not be confined to selected areas or selected groups of farmers.

3) Development programs will be designed to create conditions within which development can occur. Only the people can effect agricultural development; and the people can effect development only if they are provided the necessary incentive, motivation, knowledge, means, and support. The role of the Ministry will be to assist people to develop their resources and potentials.

4) The Ministry will promote equitable access to resources and means of production, and a corollary widespread dispersion of benefits from agricultural development.

The broad objective of the agricultural development activity of the Ministry of Agriculture, in support of National development objectives, is to expand Liberia's agricultural output until maximum economic and social benefits are gained for the total population, consistent with judicious use and prudent conservation of resources.

Immediate objectives are to create opportunities for Liberia's subsistence farmers to earn adequate incomes from farming, to make more productive use of Liberia's agricultural resources, and to increase agricultural output. Striving for food self-sufficiency within the limits of technical and economic feasibility will remain an objective. These objectives can be accomplished by furnishing farmers with technical information and supporting services which will permit them to make better use of Liberia's abundant land resources, and will at the same time greatly increase productivity of the resources that are used.

The primary thrust of the development effort is directed to the agricultural sector with major emphasis on the subsistence sub-sector. However, as Liberia's agricultural output increases, consumers will also benefit from more abundant and cheaper food supplies. Expanded incomes to Liberia's farm population will result in greatly increased demand for off-farm goods and services, thus stimulating employment and business activity in other sectors of the economy.

If the above objectives are accomplished, then additional benefits of providing a base for self-sustaining rural development and of contributing to a more equitable income

distribution, will automatically follow.

Accomplishment of the agricultural development objectives, then, would benefit all sectors of Liberian society and contribute significantly to National socio-economic development.

The Ministry of Agriculture intends to identify the potentials of the Nation's agricultural resources, together with opportunities for their development, and to create an organizational and institutional structure that will permit and encourage the needed development. The organizational and institutional structure must have the capability to: 1) implement, coordinate, and integrate the various development strategies; 2) perform routine functions, e.g., required regulatory activities; and 3) address, with appropriate policy decisions, continually emerging and changing problems and issues that impact on development, such as the pricing of agricultural commodities and inputs.

ISSUES IDENTIFIED AS OBSTACLES TO NEW POLICY

(Liberia)

- Fear of losing power at the center.
- Political interference.
- Lack of administrative capability.
- Lack of confidence in politicians.
- Logistical problems due to donor agency requirements.
- Non-involvement of local people in planning.
- Lack of communication between Ministries and Agencies resulting in policies not being properly implemented.
- No incentives for farmers to implement projects.
- Authorities lack credibility with farmers.
- Change from traditional farming methods to modern where farmers are not trained to use modern methods. Example--use of fertilizer.
- Authorities do not study traditional farming methods to determine if they are financially viable.
- Policy does not appear to recognize that people living in rural areas may make their living in activities other than farming, e.g., people in Cape Mount County who earn their livelihood through crafts and sewing.
- Lack of training in use/maintenance of agriculture equipment.

STRATEGIES SUGGESTED BY PARTICIPANTS

(Liberia)

1. Clearly defined policy for institutionalizing the structural arrangement.
2. Integration at regional level.
3. Development officer be selected without political influence.
4. Set up regional development committee of all central ministries.

EVALUATIONS BY PARTICIPANTS OF WORKSHOP

(Liberia)

- The most useful part of the workshop was the discussion of the Liberian case study on management issues/problems and strategies. Also the action training program in project planning and management.

- The most useful part of the workshop was the discussion of management issues with respect to project implementation.

- I think this experience sharing workshop was very useful. One is able to relate to what is happening elsewhere and draw certain lessons that can be useful in going through the problems they face day-to-day.

- The different training approaches utilized in the field tested projects in the four countries was very useful. The lesson learned from them was very rewarding. Many training institutions and agencies think that training is the panacea to all organizational problems. These cases illustrate clearly that training only becomes necessary when in fact the needs are identified.

- Informal style good. Attempt to begin with participant's perception of management issues produced getting our attention, interest, involvement, set the stage nicely for cross cultural comparative insight of cases. Distillation of principles, lessons, frames of refernece all worthwhile.

- Over all, I enjoyed the entire program or seminar especially the presentation of the materials. This kind of workshop should be conducted within the Ministries concerned because the information in the materials presented are definitely conducive to the Liberian problem.

- The most useful part was the case studies as we were able to know that most of the problems we have in Liberia are also found in other countries.

- In general the workshop was very informative and well organized. I appreciate the fact that we were involved in formulating management issues and identifying management problems that exist in our own situations before hearing of how other people are trying to solve theirs.

- Participants were able to exchange ideas which were found very useful to national development.